

CARIBBEAN REGIONAL HUMAN RESOURCE DEVELOPMENT PROGRAM FOR ECONOMIC COMPETITIVENESS (CPEC)

- FINAL DRAFT -



ANTIGUA & BARBUDA TOURISM STRATEGIC POLICY AND PLAN (2005-2009)

PREPARED FOR:

**THE MINISTRY OF TOURISM, FOREIGN AFFAIRS, INTERNATIONAL TRANSPORT AND TRADE
by KINGDOME CONSULTANTS INC. through the
CIDA- CPEC Project 'Antigua Barbuda Tourism Research and HRD Programme for Sustainable
and Competitive Tourism Development'**

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ANTIGUA & BARBUDA TOURISM STRATEGIC POLICY AND PLAN (2005-2009)



The CIDA-CPEC Project 'Antigua Barbuda Tourism Research and HRD Programme for Sustainable and Competitive Tourism Development' is a collaborative effort between the Antigua Hotels and Tourist Association and the Ministry of Tourism, Foreign Affairs, International Transport and Trade.

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List of Acronyms

AAAB	Airlines Association of Antigua and Barbuda
ABDB	Antigua and Barbuda Development Bank
ABCTA	Antigua and Barbuda Cruise Tourism Association
ABHTI	Antigua and Barbuda Hospitality Training Institute
ABIT	Antigua and Barbuda Institute of Technology
ABITPC	Antigua and Barbuda Independent Tourism Corporation
ABTA	Antigua and Barbuda Tourism Authority
ABTB	Antigua and Barbuda Transport Board
AHTA	Antigua Hotel and Tourist Association
AMTA	Antigua Marine Trades Association
APG	Antigua Pier Group
BDO	Barbuda Development Organization
BOE	Board of Education
CCI	Chamber of Commerce and Industry
CDB	Caribbean Development Bank
CPEC	Caribbean Regional Human Resource Development Program For Economic Competitiveness
CTO	Caribbean Tourism Organization
CYM	Antigua-Barbuda Charter Yacht Meeting
DCA	Development Control Authority
EAG	Environment Awareness Group
ECCB	Eastern Caribbean Central Bank
EDA	Enterprise Development Agency
MoAE	Ministry of Agriculture and Environment
MoFE	Ministry of Finance and the Economy
MoLA	Ministry of Legal Affairs
MoPW	Ministry of Public Works
MoT	Ministry Tourism and Foreign Affairs
MSME	Micro, Small and Medium Enterprises
NPA	National Parks Authority
NSWMA	National Solid Waste Management Authority
SJDC	St. John's Development Corporation
STCA	Sports Tourism Cultural Alliance
UVA	United Vendors Association



FOREWORD

The Government of Antigua and Barbuda is convinced that through a properly managed tourism industry, Antigua and Barbuda can become one of the premium holiday destinations of the world.

The Ministry of Tourism, Foreign Affairs, International Transport and Trade is charged with important economic responsibility of managing tourism and propelling a rapid transformation of the quality of our tourism product. It is clearly recognized that improvements in our tourism product cannot be achieved without the full participation of all stakeholders in the 'rescue mission'. To this end, a multi-sectoral National Tourism Task Force was established in June 2004. Its report of August 2004 forms the basis for the development of this strategic policy and plan. The hard work and eager participation of stakeholders in the task force process are commendable and appreciated.

The policy statement reflects the commitment of the Antigua Government to sustainable tourism development focusing on the quality of our tourism product through the collaborative efforts of both private and public sectors.

The plan details a series of strategic initiatives and integrated actions required to achieve the overall goal of improving the quality of the life of all citizens and residents. This is the 'road map' we wish to follow, not blindly, for the next five years. We see planning as a dynamic process and one which must be managed with sensitivity to all stakeholders. The Government is committed to empowering the Ministry of Tourism to implement and monitor the results of this policy and strategic plan. We urge the cooperation of all stakeholders and citizens in this national effort.

The Ministry acknowledges the support of the Canadian International Development Agency (CIDA) and the Caribbean Regional Human Resource Development Program For Economic Competitiveness (CPEC) that provided resources for the development of this policy and strategic plan through a tourism project coordinated jointly by the Executive Director of the Antigua Hotels and Tourist Association and the Director General of Tourism. We also acknowledge the work of the local consultants Kingdome Consultants Inc. who produced this document.

.....
*Hon. Harold E. Lovell,
Minister of Tourism, Foreign Affairs, International Transport and Trade
October 2004*

ANTIGUA & BARBUDA TOURISM STRATEGIC POLICY AND PLAN (2005-2009)

EXECUTIVE SUMMARY

Overview

This tourism strategic policy and plan makes a case for increased public and private sector commitment to the development of Antigua and Barbuda tourism industry which is defined by the following attributes (2002/3):¹

- Tourism accounts for approximately fifty percent (50%) of GDP.
- Tourism generates approximately eight thousand (8,000) jobs or about twenty-six percent (26%) directly plus a further 3,000 jobs in related areas throughout the economy.
- Total visitor expenditures in 2003 was approximately EC\$738.0 million.
- Total imports, which represent leakages from the economy associated with visitor expenditures is EC\$194.6 million

Tourism Policy

The following guiding principles and values are standards that all stakeholders must uphold in efforts to achieve the common vision espoused in this plan. These principles are the 'common page' from which all must operate in order to develop a cohesive industry.

- **Sustainability**
To maximize the social and economic benefits to tourism stakeholders and the general population, with minimum negative impact on local culture, human values and the natural environment.
- **Collaboration**
To encourage and support a continuous multi-stakeholder dialogue that ensures the participation of all stakeholders and communities in the planning and development of all tourism projects.
- **Quality**
To deliver excellent quality tourism services and products in a manner that enhances the unique brand of Antigua and Barbuda tourism in the wider Caribbean market.

Growth Targets

The plan establishes the following targets of growth and development as shown below.

Tourism Sector Growth Targets			
	Current 2003	Target 2009	Ave. % increase per annum
Room capacity	3,305	6,000	-
Stayover visitors #	224,030	341,000	7.0%
Stayover Visitor expenditure (EC\$ million)	708.7	1,250.8	3.0%
Cruise arrivals #	385,686	676,000	4.0%
Cruise Visitor expenditure (EC\$ million)	29.3	59.6	3.0%
TOTAL VISITOR ARRIVALS	610,000	1,017,000	4.8%
TOTAL VISITOR EXPENDITURE (EC\$ million)	738.0	1,310.3	

Projected annual growth targets are shown in Appendix C.

¹Various sources including ECCB and 'Tourism's Economic Impacts – Increasing the Contribution to Prosperity; Feb 2003. Prepared by Dave Russell of KPMG Consulting LP for the Antigua and Barbuda Tourism Development Programme and CPEC.

Strategic interventions

The plan identifies the following strategic initiatives as the foundation for the further development of the tourism industry:

- Tourism Management, Planning and Research
- Tourism Product Development
- Communication, Public Education and Awareness
- Safety and Hygiene
- Barbuda Tourism Development
- Access
- Marketing and Promotion
- Human Resource Development
- Natural Resources, Heritage and Culture
- Yachting Tourism Development
- Cruise Tourism Development
- Investment Planning and Promotion
- Tourism in Communities

Financial requirements and Mobilization of Resources

This plan calls for the continuation of present investments by the private and public sector and the allocation of additional new resources over the next five years:

PROJECTED NEW PUBLIC SECTOR INVESTMENT EC\$,000s					
STRATEGIC ACTIONS	EC\$,000s				
MINISTRY OF TOURISM	2005	2006	2007	2008	2009
1. Reorganization – staffing/financing of the Ministry headquarters	300	100	50	-	-
2. Tourism awareness programmes	50	75	75	50	50
3. Human resources development	20	50	100	100	100
4. Establishment of the ABTA	2,000	1,700	1,700	1,700	1,700
5. ABTA investment for Marketing and Promotion	10,000	10,000	8,000	8,000	6,000
6. Direct support to the Urlings Fish, Better Village & other Festivals	3,000	3,000	2,500	2,500	2,500
SUB-TOTAL EC\$,000	15,370	14,925	12,425	12,350	10,350
PUBLIC SECTOR CAPITAL EXPENDITURE					
8. Caribbean Festival Park	6,000	3,000	1,000	-	-
9. Airport expansion at VC Bird & Codrington	10,000	5,000	5,000	-	-
10. Physical infrastructural development of ports & marinas	500	400	100	100	100
SUB-TOTAL EC\$,000	16,500	8,400	6,100	100	100
TOTAL EC\$,000	31,870	23,325	18,525	12,450	11,450

The 2005-2009 projects call for new investments in the reorganization/upgrade of the staff of the Ministry, Tourism awareness programmes, HRD, Establishment of the ABTA with adequate marketing funds, and direct support to tourism events/festivals e.g. the Urlings Fish, Better Village. There are three main requirements for capital expenditure relating to tourism – the Caribbean Festival Park, the upgrade and expansion of both airports and infrastructural work for the development of yachting facilities. Most of the other areas/activities mentioned in the plan are budgeted for in the regular budget but in many instances funds for execution/implementation have been unavailable. In 2005, a total of EC\$M31.9 in new funds (EC\$M15.3 in Tourism and EC\$M16.5 in other Ministries) are required.

Mobilization of resources

The mobilization of resources will present the greatest challenge to the Ministry of Tourism. Tourism will make its case forcefully and with planning and information support. The Ministry of Finance should be invited to consider the following important issues when making its allocation decisions:

- The existence of this plan that commits both the public and private sector to integrated action for tourism product development
- The economic impact of the hospitality industry on the economy of the country noting the contribution to national revenue and job creation.
- The potential for improvement of national benefits from tourism based on the predictions for international travel to the Caribbean
- The rebound of the industry and the reasons for such
- The potential for growth in the Antigua and Barbuda through product development, service quality improvement and marketing and promotion, and
- The investment potential of the industry.
- The initiatives to enlarge the tax revenue base beyond the accommodation and cruise sectors.

Implementation and Immediate actions

Plan implementation must be managed. This management should be the responsibility of a Tourism Planner who leads the planning process, monitors implementation and continually adjusts the strategic direction and goals of the plan. The appointment of this officer in the MoT is considered a priority.

The following important immediate actions are detailed in this plan:

2004

- Conduct industry consultation on this plan and policy and have it approved by Cabinet.
- Conduct industry consultation on three proposed tourism Bills.
- Communicate financial information to the Ministry of Finance for consideration for 2005 budget. This is immediate – even before approval of the Plan.
- Recruit management consulting company to do institutional analysis of the Ministry of Tourism and make recommendations for reorganization and staffing. Include overseas offices.
- Recruit management consulting company to do a business plan of the ABTA.

2005

- Reorganize MoT and appoint staff – Tourism Planner and Tourism IT professional
- Establish and appoint staff to ABTA – Director, Marketing manager, Communications/IT specialist and support staff.

Considerations

The following considerations are detailed:

- This plan is strategic. Its implementation should be directed through detailed planning and execution at tactical and enterprise levels of the industry.
- The plan calls for the integrated actions of many actors/organizations in the public, private and NGO sectors and it is therefore important that MoT be empowered to and leads efforts to create an environment in the tourism sector that promotes and supports consultation and collaborative decision making. There is evidence this view is shared by most players in the industry.
- The establishment of the legal and administrative framework, to include the establishment of ABTA is critical to successful destination management and marketing.
- None of the above is possible without resources and resource mobilization efforts are therefore of paramount focus to the administrative and political leadership of the Ministry of Tourism and stakeholder organizations.

ANTIGUA & BARBUDA TOURISM STRATEGIC POLICY AND PLAN (2005-2009)

1. General Country Situation

1.1 Key Statistical Indicators

Surface Area:	443 sq. km						
Population (2002)	76.5 thousand						
Population Growth (1998-2002)	2.4%						
GDP (2002) (US\$M)	479.8 ^P						
GDP/Capita (US\$)	6273.7						
GDP Growth	1998	1999	2000	2001	2002 ^P	2003 ^P	2004 ^{Pj}
	4.93	4.93	3.27	1.53	2.09	n.a	n.a
Exchange Rate	US\$1 = 2.70 Eastern Caribbean Dollars (Fixed)						
Contribution to GDP: (2002) ^P							
➤ Agriculture	3.37%						
➤ Manufacturing	2.51%						
➤ Hotels & Restaurants	11.57%						
Total Visitor Arrivals ('000)	1998	1999	2000	2001	2002	2003 ^P	2004 ^{Pj}
	540.4	533.1	634.3	602.0	510.3	609.7	791.2
Total Visitor Expenditure (US\$M)	1998	1999	2000	2001	2002	2003 ^P	2004 ^{Pj}
	281.3	253.4	253.0	238.4	240.7	265.7	-
^P Provisional Data							^{Pj} Projected

2. THE TOURISM SECTOR

2.1 The Product Offer

Within the Eastern Caribbean, the tourist industry in Antigua & Barbuda is one of the earliest to be developed and is now ranked among the largest. The geographical position of the island makes it a strategic first stop or last landfall for aircraft and pleasure yachts crossing the Atlantic. The major characteristics of the product are:

- A wide variety of accommodation establishments ranging from luxury resorts to boutiques and inns.
- A complex coastline providing a large number of white sand beaches and protected inlets and natural harbours;
- A wide variety of water-based activities including diving, snorkeling, sailing and fishing;
- A large yachting industry originally operating primarily from the historic Nelson's Dockyard with its hurricane-safe anchorage and modern mooring and servicing facilities but has since diversified to other anchorages such as the Jolly Harbour;
- A range of historical sites and attractions containing military and naval fortifications and architecture;
- One of the major destinations within the Eastern Caribbean for cruise vessel calls; and
- Diverse entertainment, including casino gambling.

The product caters more for high-value tourism customers and the promotional strategy adopted by Antigua & Barbuda has been to target this segment of the market. This has met with obvious success as evidenced by the fact that average expenditure by stayover visitors is among the highest in the Caribbean after such other destinations as the Turks & Caicos Islands, Bermuda, Anguilla and Barbados.

The country has now become one the more popular ports of call for cruise vessels. The comparatively flat terrain of the island allows for tours and visits to the various attractions and sites to be completed within the normal shore time for the passengers. The location of a dedicated duty-free shopping complex and a casino in the immediate vicinity of the berths also add to the attractiveness of the destination and contribute to its popularity.

The tourism sector is able to draw upon a highly literate population for its labour force. A series of programmes embarked upon through public and private sector partnership have offered over the years, formal training in areas of customer services, hotel crafts and middle management. In addition, a Hospitality Training Institute provides formal instruction for entry level employees and more advanced skills. This is supplemented by in-house programmes offered by most of the major properties to enhance the skills and productivity of their staff.

2.2 Economic Impact

Tourism as represented by Hotels & Restaurants is now the largest economic sector in Antigua & Barbuda. Its contribution to overall economic activity is several times larger than agriculture and manufacturing. The most recent study on tourism's economic impacts was conducted in 2003 by Dave Russell of KPMG Consulting LP for CPEC and the Antigua and Barbuda Tourism Development Programme and CPEC. It estimates that in 1998, after years of stagnation the tourism industry contributed up to a maximum of forty-one percent (41%) of national GDP. Other estimates indicate that with the revitalization of tourism since 2001 and the decrease in economic activity of the financial sector, the present contribution of all tourism services to GDP exceeds fifty percent (50%) in 2003.

Tourism is the largest earner of foreign exchange in Antigua & Barbuda and is estimated to be the largest employer when all enterprises providing direct and indirect services to the sector are combined. There are no definitive statistics on the labour force involved in tourism. However, surveys on employment in various accommodation establishments suggest that approximately 8,000 workers or 26% of the total labour force could be employed in hotels, guest houses, apartments and villas. Indirectly, it is estimated that the sector is responsible for creating a further 3,000 jobs in related areas throughout the economy.

The greatest impact of tourism is on commerce as is evidenced by the size of the Wholesale & Retail Trade sector, which has grown parallel with an expanding tourism industry. The purchase of goods and services by tourism establishments and the visitor population has generated a level of imports that is out of proportion with the demands of the domestic population. This has given rise to the establishment of a wide range of general and specialty enterprises supplying goods and services to the accommodation sector and directly to the visitor population.

2.3 Visitor Arrivals

Between 1999 and 2003, tourism arrivals increased at an annual average rate of 2.75%. This is notwithstanding the dramatic decline that occurred between 2001 and 2002 particularly in stayover arrivals.

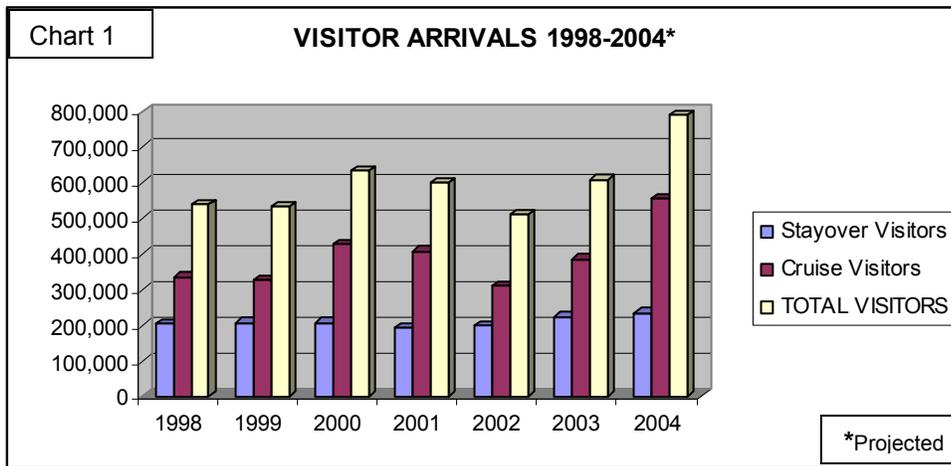
Table 1

VISITOR ARRIVALS by Source/Year							
Source/Year	1998	1999	2000	2001	2002	2003^P	2004^{PJ}
United States	65,995	64,953	59,012	60,176	60,680	64,363	n.a
Canada	14,783	11,758	14,007	12,839	10,184	8,603	n.a
United Kingdom	57,500	71,313	74,957	67,785	72,401	83,447	n.a
Other Europe	19,663	15,554	15,092	10,330	9,506	15,218	n.a
Caribbean	32,270	38,040	34,419	34,260	37,371	39,843	n.a
Rest of the World	8,747	6,244	9,384	7,786	8,043	12,558	n.a
Total Stayover Visitors	203,958	207,862	206,871	193,176	198,085	224,032	235,000
Cruise Visitors	336,455	328,038	427,436	408,812	312,241	385,686	556,000
TOTAL VISITORS	540,413	535,900	634,307	601,988	510,326	609,718	791,000

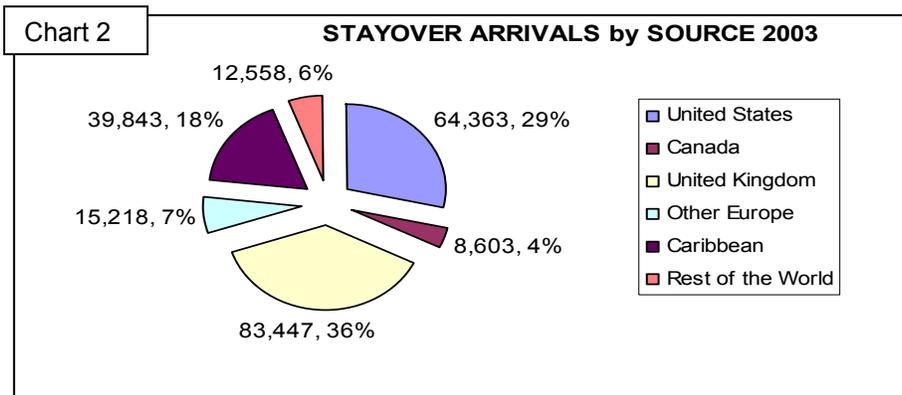
Notes: 1. Stayover Visitors do not include Antiguans Resident Abroad;
 2. Total Arrivals exclude "Other Sea Arrivals" and Excursionists

Source: Ministry of Tourism & the Environment and ECCB. Various Reports: ^P = provisional; ^{PJ} projected

The downturn in the economy of the United States compounded by 9/11 events were the major contributing factors for this sudden fall. In 2003 the sector had recovered quite appreciably with visitor arrivals approaching the 2000 levels (609,718/03 cf 634,307/00) and this trend appears to have continued into 2004 where projected visitor arrivals are seven hundred and ninety-one thousand (791,000). (Table 1 and Chart 1)



The three principal source markets for stayover visitors are the UK, USA and the Caribbean. (See Table 1 & Chart 2) Within continental Europe, Italy and Germany are of some relative significance. The United States while remaining buoyant, has consistently declined below the 1998 level while the United Kingdom has displayed healthier growth tendencies.



Continental European markets have been among the weaker of the major markets although the decline appears to have been arrested after the substantial decline in 2001 and 2002. (See Table 1)

In keeping with other Caribbean destinations the cruise sector has been the most dynamic supplying the largest group of visitors.

Antigua & Barbuda appears to have been relatively successful in moderating seasonal swings in arrivals. As with other tropical destinations depending on temperate countries as their main source markets, the November–April period is clearly the more popular with 56% (2002) of the total stayover visitors. However, the reduction in the ensuing months is not overly dramatic. The staging of events such as the world renowned Antigua Sailing Week in early May, international cricket (March-May) and the island's carnival in early August, have all helped to even out the flow of arrivals across most months of the year.

2.4 Estimates of Visitor Expenditure

The characteristics of the product and the concentration of its promotion on the higher end of the market have allowed Antigua & Barbuda to extract a comparatively higher level of visitor expenditure than the average for the Caribbean region. It was estimated in 1999, for example, that the average visitor spent EC\$3,164/US\$1,172 compared to EC\$3,245/US\$1,202 for Barbados and EC\$2,711/US\$1,004 for the United States Virgin Islands.

To a large extent, the higher average spending by stayover visitors is due to the characteristics of the accommodation sector where the majority of rooms are concentrated in large resort hotels. Restaurants offering a variety of cuisines, casinos and other entertainment products also contribute to the present levels of expenditure.

Spending by cruise passengers is still relatively low, averaging EC\$76/US\$28.00 per visitor. This would suggest that the total expenditure at this port during 2003 was approximately EC\$29M/US\$11million compared to the EC\$708M/US\$263million from stayover visitors.

2.5 Accommodation

The accommodation plant in Antigua & Barbuda comprises sixty-six (66) properties with a total of 3,305 rooms. Large hotels, considered as properties with seventy-five (75) rooms and more, contain 62% of all rooms. The other rooms are distributed between the small and boutique hotels, apartments/villas/condominiums and guesthouses. (See Table 2)

Table 2.

Accommodation Establishments by Rooms		
Accommodation Establishments	# of Properties	# of Rooms
More Than 75 Rooms	11	2,063
Less Than 75 Rooms	16	1,092
Apartments/Villas/Condos./Guest Houses	39	150
TOTAL	66	3,305
Source: Antigua Hotels and Tourist Association		

The dominance of the large resort hotels is a characteristic of the product offering in Antigua & Barbuda. Some of the properties offer the fully all-inclusive resort experience while others sell packages offering offer some of their rooms on this basis. The Sandals Group is the only major international chain operating on the island. The Jolly Beach Resort is the largest property with four hundred and sixty two (462) rooms and condominium operations. It is owned and operated by national interests.

Estimates derived from a sample of hotels indicate that average occupancy levels are comparatively low. For 2000, 2001 and 2002, the average was 58.7%, 56.6% and 50.9% respectively. Consistently, the December-April period yielded higher than average levels and coincides with the seasonality patterns.

Construction costs in Antigua & Barbuda are considered to be comparatively high in the region mainly as a result of above average wage rates. It is now estimated that for a 4-star resort, construction costs per room approximate US\$25,000. It is estimated that wages & salaries, food & beverage and electricity & water account for approximately 80% of operating costs. The prevailing labour rates and utility prices make Antigua & Barbuda one of the high-cost destinations in the Eastern Caribbean.

2.6 Air Access

Antigua has a modern international airport. The island's strategic geographical position has allowed the airport to be made a hub for trans-Atlantic flights. Connecting services to other Caribbean destinations are provided by two regional airlines (LIAT & Caribbean Star) headquartered in Antigua. Barbuda has a small airport capable of accommodating small propeller driven aircraft. Scheduled air services to Antigua are provided by some of the major international airlines including:

- from European Gateways: British Airways, Virgin Atlantic, BWIA, BMI
- from North American Gateways: American Airlines, Air Canada, Air Jamaica, BWIA, US Airways, Continental Airlines.

During the winter period, several major tour operators such as *First Choice* out of the United Kingdom provide charter services.

2.7 Sea Ports and Marine Facilities

Two (2) recently constructed piers in the capital city of St. Johns provide berthing facilities capable of accommodating at the same time, four (4) of the largest and most modern cruise liners. In addition, there is a modern deepwater port, which is mainly used as a cargo terminal but also serves as an alternative cruise ship berth whenever the traffic demands.

There are four (4) marine facilities and ports of entry that cater to smaller sailing vessels and yachts. In addition to providing anchorage and mooring facilities, some of these offer modern dry-docking and the full range of engineering and other services.

2.8 Telecommunications

There is a modern digital telephone system that links Antigua & Barbuda to the rest of the world via satellite and submarine cable, provided by Cable & Wireless (W.I.) Ltd. International companies such as AT&T have now entered the market to provide mobile telephone services. Two internet service providers supply access to the World Wide Web and most hotels now offer reservation services via e-mail and several maintain their own web sites.

2.9 Utilities

Electricity and water are available throughout Antigua and Barbuda. Electrical power is provided from single grids on both islands using diesel turbines. Desalination plants and purpose built reservoirs provide water.

3. INVESTMENT PROMOTION AND FISCAL INCENTIVES

Investment opportunities in Antigua & Barbuda derive from the country's portfolio of natural and historic attractions including, beaches, scenic landscapes, and protected anchorages. Additional

opportunities exist for the development and marketing of heritage sites and attractions, accommodation and services. Specific arrangements for encouraging and promoting investments are as follows:

3.1 Laws and Regulations

The legal basis for tax holidays for investors is codified in the Fiscal Incentives Act. Final approval to grant the concessions and the extent of these concessions resides with the Cabinet of Ministers

3.2 Investment Incentives

- A tax holiday of 5 to 15 years is available for new projects with a 5-year extension under certain circumstances. Relief is given from customs duties and other indirect taxes such as the Consumption Tax on imports of materials and equipment employed in the construction and operation of the facility;
- Capital and earnings can be repatriated;
- Hundred per cent foreign ownership is permitted; and
- A number of work permits is guaranteed for foreign nationals. However, over and above this number, application has to be made to the relevant Ministry of Government.

3.3 Taxation

- Incorporated companies pay tax at a rate of 35% on profits;
- Non-incorporated businesses pay a 2% tax on gross income;
- Capital gains are not subject to taxation;
- Withholding taxes are levied on certain overseas payments, including management fees;
- Resident individuals are not subject to tax on income derived from employment.

3.4 Restrictions

- Local borrowings are subject to a 3% stamp tax unless exception has been given; and
- Land purchases require an alien landholder's license.

3.5 Investment Protection Agreements

Agreements for the promotion and protection of investments have been signed respectively, with the Federal Republic of Germany and the United Kingdom.

4. SOURCES OF FINANCING

The major sources of financing for projects and working capital in both public and private sector are:

- the national financial sector and services comprising seven (7) commercial banks offering a full complement of services. Interest rates range between 11% and 13% per annum.
- small financial intermediaries, such as the Antigua & Barbuda Development Bank and Credit Unions that offer loans to indigenous small and medium-sized enterprises with similar interest rates and spreads offered by commercial banks.
- The Caribbean Development Bank (CDB) which in addition to its own resources, also on-lends funds from international financial institutions such as the EIB and Inter-American Bank. At the moment there are no approved loans for the productive sectors from the CDB.

5. TOURISM POLICY OF ANTIGUA AND BARBUDA

5.1 INTRODUCTION

Tourism is critical to Antigua and Barbuda's national development - not only as a major foreign exchange earner and employer of labour but also providing support and protection for environmental, social, cultural and historic resources. The industry has the following attributes²:

- Tourism accounts for approximately fifty percent (50%) of GDP in 2003.
- Tourism generates approximately eight thousand (8,000) jobs or about 26% directly plus a further 3,000 jobs in related areas throughout the economy.
- Total visitor expenditures in 2003 was approximately EC\$738.0 million.
- Total imports, which represent leakages from the economy associated with visitor expenditures is EC\$194.6 million

The Caribbean Tourism Organization (CTO)³ estimates that 'travel and tourism' is expected to generate US\$40.3 billion of economic activity in its member states during 2004 of which Antigua and Barbuda market share will be approximately only two percent (2%) or US\$715 million. The World Travel and Tourism Council (WTTC) forecasts that the industry will by 2014 'achieve annualized real growth of 4.1 percent, in terms of GDP and 2.8 percent in terms of employment'. It further suggests that the 'individual and collective impact could be even greater than forecast if the underlying regional and national policy framework were conducive to growth'⁴. The tourism policy of Antigua and Barbuda aims at creating the underlying conditions for visitor satisfaction and 'investor confidence, dynamism and sustainability'.

5.2 GUIDING PRINCIPLES AND VALUES

Tourism is recognized as a vehicle for economic and social development. Its development will be planned on a sustainable and responsible basis, aiming at low impact on the environment and protective of local ecosystems. The ideals and principles of human welfare and the happiness of citizens and visitors alike will also guide tourism development in Antigua and Barbuda.

Guiding principles and values are standards that all stakeholders will uphold in efforts to achieve the common vision espoused in this policy.

- Sustainability
Maximize the social and economic benefits to tourism stakeholders and the general population, with minimum negative impact on local culture, human values and the natural environment.
- Collaboration
Encourage and support a continuous multi-stakeholder dialogue that ensures the participation of all stakeholders and communities in the planning and development of all tourism projects.
- Quality
Deliver excellent quality tourism services and products in a manner that enhances the unique brand of Antigua and Barbuda tourism in the wider Caribbean market.

² Various sources - KPMG Consulting LP – Economic Impacts of Tourism on the Economy of Antigua and Barbuda 2003; CTO, WTTC

³ Caribbean Tourism Organization members: Anguilla, Antigua and Barbuda, Aruba, Bahamas, Barbados, Belize, Bermuda, Bonaire, British Virgin Islands, Cancun (Mexico), Cayman Islands, Cozumel (Mexico), Cuba, Curacao, Dominica, Dominican Republic, Grenada, Guadeloupe, Guyana, Haiti, Jamaica, Martinique, Montserrat, Puerto Rico, Saba, St. Eustatius, St. Kitts and Nevis, St. Lucia, St. Maarten, St. Vincent and the Grenadines, Suriname, Trinidad and Tobago, Turks and Caicos Islands, US Virgin Islands.

⁴ World Travel and Tourism Council Report: The Caribbean – The Impact of Travel and Tourism on Jobs and the Economy 2004

5.3 POLICY FRAMEWORK

Antigua and Barbuda aims to develop a Caribbean tourism product/experience that is consistent with the cultural, social and economic philosophy of the Government and people. Strategic focus will be retained on the development of high-value tourism products in an environment that is safe and healthy.

5.3.1 Role of Government

The government role in tourism development is to provide strategic direction to the tourism sector. It will do this through clearly enunciated policy directives and the development of legislative and fiscal frameworks capable of maximizing the economic benefits of tourism and protecting the environment.

Government will facilitate and encourage local and foreign investment in tourism and partner the private sector in destination marketing and promotion of the tourism product. It is Government's role to provide and develop the public physical infrastructure essential to the enhancement of the tourist product. Government will foster appropriate linkages between tourism and other sectors of the economy - both private and public.

Government will exercise its role in tourism development through the Ministry of Tourism and also through the establishment and function of the Antigua and Barbuda Tourism Authority that replaces the existing Tourism Development Corporation.

5.3.2 Role of the Private Sector

The private sector of Antigua and Barbuda, including those enterprises involved in tourism, has accepted its role as the engine of growth of the economy. In tourism, the private sector will undertake the development of the tourism product and partner government in international marketing and promotion. It will actively collaborate with Government directly and through full participation in Antigua and Barbuda Tourism Authority in the mobilization of foreign investment in the tourism industry. It will lead the national effort in the development of required human resources in tourism.

5.4 INDUSTRY STRATEGIES

Two industry strategies are identified. They reflect the commitment of all stakeholders to the established strategic direction of the tourism industry and the targets established in this policy.

5.4.1 Enhancing the visitor experience

The growth and development of Antigua and Barbuda tourism will be based on the main industry strategy of 'enhancing the visitor experience'.

The tourism product of Antigua and Barbuda is still characterized by the two traditional components of beaches/sea and sun – as is the case with the product of its Caribbean regional partners and competitors. The Antigua and Barbuda government will orient its tourism product towards the up-market. It will not engage in price leadership strategies but instead seek differentiation on the basis of enhancing the visitor experience by improving the quality of guest/visitor services achieved through:

- collaboration with the private sector and investment in human resources development
- introduction of mandatory minimum standards in all sectors of the tourism industry.
- support for physical beautification and other environmental enhancement programmes.

5.4.2 Growth initiatives

Government is committed to the controlled expansion of the tourism industry. Increasing the number of visitor arrivals remains an important goal. However the primary focus of the growth initiatives will be increasing the expenditure of visitors on activities and experiences.

The Government will therefore support either through direct investment or the creative use of fiscal and economic instruments:

- The mobilization of investment in specific tourism sub-sectors – identified in the Tourism Development Act.
- Increased international marketing and promotion in the traditional markets of North America, Europe and the Caribbean.
- The diversification of the yachting product expanding into the bareboat trade.
- Expansion in the up-market accommodation sector and concomitant restructuring and improvements in the small hotels sub-sector
- The development of locally owned MSMEs to service the industry
- Restoration of heritage sites.
- Support for the initiation and maintenance of national and community-based developments in sports and other tourism focused events and festivals.
- The development and promotion of conference/convention activities.

5.4.3 Factors of success

5.4.3.1 The key factors or critical determinants of success for development of tourism in Antigua and Barbuda are identified as:

- The raising of national awareness of the elements of successful sustainable tourism and the importance of the tourism industry to the national economy.
- Maintenance of a safe, healthy and attractive destination
- Investment in marketing and promotion
- The evolution of a branded image and branded tourism products.

5.4.3.2 Simultaneous attention will be paid also to additional factors of success:

- Tourism long term planning. Information management (research and statistics) are important to long term planning of the industry.
- Human resource development
- Increased access from international ports
- Development of tourism sub-sector policies in cruise and yachting.

5.4.4 Measures of success

Results of tourism initiatives will be continually monitored to ensure that the directions established in this strategic plan are yielding the results expected. Success of this policy will be monitored through three main measurements:

5.4.4.1 Visitor spending

Visitor spending will be tracked through the existing financial information systems. It will be elaborated for the source markets and the various tourism product categories enabling evaluation of international and regional marketing efforts and also the national tourism product development objectives.

5.4.4.2 Visitor satisfaction

The Visitor Satisfaction Survey allows for the interpretation of visitor reactions to a wide range of visitor experiences and tourism products and therefore is important in the evaluation of strategic initiatives.

5.4.4.3 Government receipts

Tax receipts from the tourism industry are critical to the Government's goal of social and economic development. They provide funding for the provision of social services and welfare of citizens. These receipts will be tracked through the financial information systems of the ABTA and the Ministry of Finance and the Economy. Attention will be given to the evolution of a focused definition of the tourism sector and a clearer indication of the financial impact of the various sub-sectors of tourism.

5.5 TOURISM SECTOR OBJECTIVES

The tourism sectoral objectives are divided into two general areas – sustainable tourism objectives and growth objectives.

5.5.1 Sustainable Tourism Objectives

Sustainable tourism objectives are as integral to national development as the growth objectives. The achievement of these objectives will enhance the commitment of nationals and residents to participation in and the development of the tourism industry.

5.5.1.1 Social & economic objectives

- Creation of jobs and business opportunities in tourism and related sectors
- Broadening of involvement of small business and communities in developing sports and festivals/events tourism
- Development of human resources to manage the tourism industry at all levels of enterprise
- Promulgation of policies that affirm the State ownership of all beaches and the unconditional guarantee of free access to all citizens and residents

5.5.1.2 Cultural protection

- Identification and protection of national heritage and cultural resources
- Further incorporation of cultural and heritage products in the national tourism product

5.5.1.3 Environmental management

- Promulgation and enforcement of physical development policies that protect the environment
- Increased involvement of communities and the non-governmental sector in the management of the environment
- Development of policies and activities that promote landscaping and beautification campaigns.

5.5.2 Tourism sector growth objectives.

The growth targets are estimated through an analysis of the growth rates projected for the national economy, the potential for growth within the existing international and regional market demand for a brand of Caribbean tourism, and the national commitment to marketing and promotion. Using 2003 figures as base, projections are made on the following assumptions:

- 2003: Stayover visitor expenditure = EC\$3164 and Cruise visitor spending = EC\$76
- 2004 and projected: Both cruise visitor and stayover visitor expenditure increase by 3% per annum
- Cruise visitor arrivals will grow by 4% per annum; Stayover visitor arrivals will grow by 7% per annum (with a spike in 2007 due to World Cup Cricket) – yielding a growth in total visitor arrivals of 4.8%

The 2009 policy growth targets of the tourism industry in Antigua and Barbuda are shown below in Table 3 below. In 2009, room capacity is expected to reach 6,000; stay over visitor arrivals 341,000 and stayover expenditure \$EC 1,250.8 million; Cruise visitor arrivals 676,000 and cruise visitor expenditure EC\$ 59.6 million. Total visitor arrivals expected in 2009 is 1,017,000 expending EC\$1,310.3 million. Annual targets are shown in Appendix C.

	Current 2003	Target 2009	Ave. % increase per annum
Room capacity	3,305 ^a	6,000	-
Stayover visitors #	224,030	341,000	7.0%
Stayover Visitor expenditure (EC\$ million)	708.7	1,250.8	3.0%
Cruise arrivals #	385,686	676,000	4.0%
Cruise Visitor expenditure (EC\$ million)	29.3	59.6	3.0%
TOTAL VISITOR ARRIVALS	610,000	1,017,000	4.8%
TOTAL VISITOR EXPENDITURE (EC\$ million)	738.0	1,310.3	
a = under upward review to include expansion in the villa rooms sector			

6.0 STRATEGIC DIRECTIONS

The following strategic initiatives have been identified by the Tourism Transformation Taskforce (TTT)⁵ and/or various national seminars and consultations:

- Tourism Management, Planning and Research
- Tourism Product Development
- Communication, Public Education and Awareness
- Safety and Hygiene
- Barbuda Tourism Development
- Access
- Marketing and Promotion
- Human Resource Development
- Natural Resources, Heritage and Culture
- Cruise and Yachting Tourism Development
- Investment Planning and Promotion
- Tourism in Communities

These strategic directions establish a shared vision and commitment of both private and public sectors and require intense inter-sectoral collaboration for implementation. They are presented below in a series of initiatives where goals and objectives are established, measures of success broadly determined and the lead and support organizations identified.

⁵ TTT appointed June 2004, reported July 2004

6.1 STRATEGIC INITIATIVE: TOURISM MANAGEMENT, PLANNING & RESEARCH

6.1.1 Rationale

The Ministry of Tourism in Antigua and Barbuda is charged with providing leadership of the tourism industry and developing a regulatory framework that facilitates and encourages private sector and community involvement in tourism. Attempts have been made to enhance the institutional capacity of the Ministry through the recruitment of professional and technical staff but these efforts have remained disjointed without clear strategic direction.

The international and regional tourism environments have become more competitive and dynamic. National organizational and management structures of the tourism sector will be made equally dynamic and flexible enabling successful competition.

6.1.2 Issues

- The roles of Ministries of Tourism have evolved in countries with developed tourism industries. A theoretical approach to the definition of the roles and responsibilities of the various sectors are tabulated in Appendix A – Tourism Matrix⁶, which serves as a guide for developing the approach to tourism transformational planning.

The main responsibilities of the Ministry of Tourism will be focused on but not limited to legislative & policy development, facilitation of government action/responses and coordination with other Ministries for the delivery of public sector services to tourism.

- Destination marketing agencies have been developed with specific roles for destination marketing, market research, tourism standards promotion, product development programmes, training & tourism awareness programmes, investment promotion and linkages with other sectors.
- A Tourism Development Corporation Act was passed in 1997 and amended in 2003 but remains dormant.

6.1.3 Strategic directions

- Government has already requested the drafting of three bills for the strengthening of the tourism legislative framework. These are:
 - A Bill for the enactment of the Antigua and Barbuda Tourism Authority Act, 2004;
 - A Bill for the enactment of the Tourism Standards Act, 2004; and
 - A Bill for Antigua and Barbuda Tourism Development Act 2004

The Ministry of Tourism will lead stakeholder review of the draft Bills and pilot the amended Bills through Parliament.

- The Antigua and Barbuda Tourism Authority (ABTA) will be established on passage of enabling legislation. The Board of the ABTA shall comprise representatives from the Antigua Hotels and Tourist Association (AHTA), Chamber of Commerce and Industry (CCI), the Airlines Association of Antigua and Barbuda (AAAB), the Antigua Marine Trades Association (AMTA) and other persons considered for their qualifications, skills and experience related to travel, the tourism industry, national conservation and environmental protection, education and cultural development, transport and public health and safety.

The main functions of the Authority include:-

- promote, assist and facilitate efficient policies for the development of tourism;

⁶ Dave Russell; Tourism Transformation Planning, Antigua and Barbuda, Working Notes June 2004

- design and implement suitable marketing strategies for the effective promotion of the tourism industry and to advise the government and the Antigua and Barbuda Tourism Industry on matters relating to these strategies;
- make provision for adequate and suitable air and sea passenger transport services to and from the State;
- encourage the establishment of amenities and facilities necessary for the proper enjoyment of Antigua and Barbuda as a tourist destination with particular reference to entertainment, conservation of local flora and fauna, deep sea fishing, handicrafts and development of historic sites;
- carry out research in order to inform the needs of the tourism industry.

The Authority will be funded by the Parliament and have power to raise funds through the sale of its services or borrowing. It shall be staffed by a cadre of 'suitably qualified persons' led by a Chief Executive Officer who is responsible to the Board of the Authority for the execution of its organizational policy and management of its affairs.

- The capacity and capability of the Ministry of Tourism will be enhanced. A new organizational culture will be established through improved staffing, the definition of new roles, new responsibilities and relationships, clear communication channels etc. An adequately staffed and equipped Tourism Planning Unit will be developed with responsibility for the implementation and monitoring of this plan and policy. The unit will have the capability for information management and industry measurement in all sectors.
- The Government recognizes the importance of consultation and transparency in the development of the tourism industry and will, in collaboration with other stakeholders institute some permanent mechanism for inter-sectoral consultation and collaboration on stimulating the economic impact of tourism. This mechanism will focus on developing linkages between tourism, agriculture, arts/crafts, entertainment and the service industry.

6.1.4 STRATEGIC FRAMEWORK: TOURISM MANAGEMENT, PLANNING & RESEARCH	
GOAL	
To create a management and legislative framework that facilitates tourism development	
OBJECTIVES	
<ul style="list-style-type: none"> • Strengthen the tourism legislative framework facilitating the management of the tourism industry, promote investment and marketing, and enhance product development. • Operationalization of the Antigua and Barbuda Tourism Authority • Re-structure the Ministry of Tourism (MoT) • Create sound and productive relationships with the international travel trade community • Improve the capacity of the MoT and partners for information management and industry measurement • Develop and monitor the implementation of a national strategic tourism plan • Facilitate greater net contribution of tourism to the economy through linkages with other economic sectors 	
Measures of Success	<ul style="list-style-type: none"> • Passage through Parliament of a) Bill for the enactment of the Antigua and Barbuda Tourism Authority Act, 2004; b) Bill for the enactment of the Tourism Standards Act, 2004; and c) Bill for Antigua and Barbuda Tourism Development Act 2004 • Business plan for of the Antigua and Barbuda Tourism Authority • Attendance at international trade fairs for new relationships with travel trade leaders. • Establishment of the new organizational structure of Ministry of Tourism – defined new roles, responsibilities of staff, clear communication channels • Adequately staffed and equipped Tourism Planning Unit in the Ministry of Tourism – to include the capacity for information management and industry measurement - with responsibility for the implementation and monitoring of the national tourism strategic plan • Permanent mechanism for inter-sectoral consultation and collaboration on stimulating linkages with agriculture, arts and crafts and the services industry
Lead Agencies	MoT, ABTA; MoFE, MoLA
Support Stakeholders	AHTA

6.2 STRATEGIC INITIATIVE: TOURISM PRODUCT DEVELOPMENT

6.2.1 Rationale

The TTT reported that ‘there should be a greater focus on enhancing the existing product features before embarking on intensive marketing or repositioning strategies.’⁷ The tourism product combines three elements – physical, experiential and emotional. It manifests itself through a series of products and experiences starting with those of access (travel information, communication, air/sea travel, customs and immigration) and including those of transportation, hotel, activities, and personal relationships. The matrix below shows the relationships between the supply attributes of the tourism product and the providers’ service chain.

TOURISM PRODUCT	
SUPPLY ATTRIBUTES	SERVICE CHAIN
Physical	Access and arrival/departure (bookings, airport experience with immigration, red caps, custom) Transportation (taxi, bus, tour operators), roadways, signage Hotel/accommodation experience
Experiential	Activities Festivals Safety and hygiene
Emotional	Personal/human relationships Culture and history Service and Hospitality

The internationally competitive tourism product must therefore provide quality services and experiences along the service chain. The private sector has accepted its role to undertake the detailed development of the tourist product within the strategic vision established in this plan. Government is seen as the enabler, creating the legislative/fiscal framework that encourages private sector and community participation in tourism product development.

6.2.2 Issues

Government through the Ministries of Tourism and of Finance has already committed itself to catalyze tourism product development through:

- the construction/establishment of ‘an extensive and exciting Caribbean theme park in the Perry Bay/Donovans area’. The park will feature the music, cuisines, cultural traditions, song and dance, art and craft of all the countries of the Caribbean. Persons from other Caribbean countries who have made Antigua their home, will be invited to guide and maintain for the visitor an experience/product that is authentic and memorably Caribbean. The project is estimated to cost EC\$40million of which Government will invest EC\$10million mainly in land and infrastructural development.
- full support for the creation of an Urlings Fish Festival and a Better Village Festival.

Government sees this involvement as encouragement to the private sector to diversify the tourism product. It will not make such direct investment in other sectors of product development but use

⁷ Tourism Transformation Taskforce 2004

fiscal and financial interventions to facilitate the actions of the private sector to meet the demands and expectations of the niche markets for events, adventure and heritage tourism.

6.2.3 Strategic directions

The Ministry of Tourism will continue collaboration with the World Cup Cricket Inc. in preparation for the hosting of an additional ten thousand visitors in the first or second quarter 2007. It will seek to intensify its involvement in the establishment of the Caribbean Festival Park, negotiating for its opening/operation by the end of 2006. It will lead in the organization and management of the 'Urlings Fish Festival' and the 'Better Village Festival' ensuring that both have their premiere staging in 2005.

Incentives will be provided at all levels of the tourism service chain, notably to the transportation and tour operators sub-sector. Priority incentive attention will be given to the enhancement of the presentation of local culture and entertainment in all hospitality facilities - including hotels and restaurants. This type of support will also be extended to communities and ngos involved in the staging of environmental, sports and cultural events that have visitor attraction potential. (see Strategic Initiative 6.12 Community Tourism)

The results of visitor satisfaction surveys and internet tourism chat lines in respect to the entertainment/things-to-do aspect of the tourism product will be continually monitored as they provide evaluation of the strategic interventions.

6.2.4 STRATEGIC FRAMEWORK: TOURISM PRODUCT DEVELOPMENT	
GOAL To enable private sector and community participation in tourism product development	
OBJECTIVES	
<ul style="list-style-type: none"> • Encourage diversification of the tourism product to meet the demands and expectations of niche markets and World Cup Cricket 2007 • Establish the Caribbean Festival Park • Provide incentives to the transportation and tour operators sub-sector • Provide incentives for the presentation of local culture and entertainment in all hospitality facilities including hotels and restaurants • Improve the regulation of beach vending • Enhance accommodation for beach vending of arts and crafts 	
Measures of Success	<ul style="list-style-type: none"> • Publication of an investment guide for niche market development • Official opening of the Caribbean Festival Park • The staging of the Urlings Fish Festival and the Best Village Festival • Number of exemptions approved to taxi, bus and tour operators • Increased visitor satisfaction with the entertainment aspect of the tourist product • Minimum standards for the regulation of beach vending • Number of vendors kiosks constructed on beaches
Lead Agencies	Ministry of Tourism, ABTA, The Ministry of the Prime Ministers Office; Ministry of Finance and the Economy, Ministry of Legal Affairs, ABDB
Support Stakeholders	AHTA; Sports Fishing Association; Sports Tourism Group, YAAB, UVA

6.3 STRATEGIC INITIATIVE: COMMUNICATION, PUBLIC EDUCATION and AWARENESS

6.3.1 Rationale

Tourism becomes ‘everybody’s business’ when everybody knows about it and is involved in it. Managers, investors and policymakers tend to have very little direct contact with visitors yet it is in this cadre of leaders that most of the information about tourism and visitor expectations resides. But it is the workers in tourism and members of the public who ‘deliver’ the visitor experience.

There is broad consensus in tourism planning that workers with knowledge of the industry perform better at providing the visitor experience and that likewise, the informed member of the public is more disposed to congeniality towards the visitor once he is aware of the contribution of the visit.

6.3.2 Issues

The exchange of information between all stakeholders and visitors about the tourism industry and product that we offer is important for visitor satisfaction. Visitors with information on local culture and approaches are more likely to have a pleasant experience than those who do not.

The general public and workers in the industry need to be constantly reminded about the importance of the industry to the national economy and well-being. The involvement of local persons in the business of tourism has been identified as one of the ‘factors of success’. It is strategically important that information be provided to entrepreneurs and communities about the investment and other opportunities in tourism resulting from new strategic directions of the MoT.

6.3.3 Strategic directions

Tourism awareness can be achieved through the use of the mass media and through the formal education system. The MoT will lead other stakeholders in a creative effort to disseminate information about tourism through the continuation of its annual Tourism Week of Activities and its ongoing media programmes. A long-term consideration is the establishment of a Tourism Channel on television cable systems that serve hotels, enabling a more direct communication with visitors and improving the potential for more active feedback from them on their visitor experience.

The results of visitor satisfaction surveys will help to inform tourism managers and the public about visitor experiences and expectations and identify gaps in the tourism product and services.

The continuation of Tourism Studies in the formal school curricula and the informal tourism cadet programme will help shape the reactions of young persons to tourism and encourage their participation in the industry as a career choice.

6.3.4 STRATEGIC FRAMEWORK: COMMUNICATION, PUBLIC EDUCATION and AWARENESS	
GOAL Engender the exchange of information between all stakeholders and visitors about the tourism industry.	
OBJECTIVES	
<ul style="list-style-type: none"> • Raise the national awareness of contribution of tourism to the national well-being • Increase local awareness of investment opportunities in tourism • Encourage community participation in planning, implementation, management of all tourism projects 	
Measures of Success	<ul style="list-style-type: none"> • Annual Tourism Awareness Week of activities • ‘Travel and Tourism’ enhanced in primary and secondary school curriculum • On-going media and community outreach programmes • Tourism TV channel and number of visitors viewing it. • Permanent feedback of visitors experience through the Visitor Satisfaction Survey • Increased number of enquiries about investment opportunities in tourism • Increased private and public sector support for the tourist industry
Lead Agencies	Ministry of Tourism, Ministry of Information; AHTA, ABHT
Support Stakeholders	ABTA; ABCA, Overseas Information Offices; Community organizations

6.4 STRATEGIC INITIATIVE: SAFETY AND HYGIENE

6.4.1 Rationale

International tour operators, driven by policies such as the EC Package Travel Directive, are demanding of Caribbean tourism suppliers' higher standards of safety and hygiene. Increased liability has been imposed on tour operators in source markets if their customers do not enjoy 'international best practices' in safety and hygiene in destination markets, a liability that is being transferred to destination enterprises.

Visitors to Antigua and Barbuda in 2002 viewed cleanliness 'as perhaps significantly more important than any other factor'⁸ when evaluating the country as a tourist destination. They resent the fact that they were invited to a dirty place. Cleanliness, they claim, is intrinsic to beauty. The guarantee of a safe and hygienic visitor experience is critical to the growth of the tourism industry.

6.4.2 Issues

The tourism industry associations and organizations will promote conformity to international best practices in safety and hygiene. It is in the business interest of their members and the destination generally, to offer export-ready products and services to the international market guaranteed by the adherence to internationally acceptable lodging standards for visitor safety and protection.

Antigua and Barbuda is considered a relatively safe destination with low incidence of crime against visitors. Still visitors need to be informed about local 'dos and don'ts' of safe and healthy behaviour. Visitors, as potential victims of crime, can contribute much to their own safety through their behavioral choices. But they need relevant local information to enhance their safety.

Police presence and surveillance in the tourist areas are important to crime prevention – or at least crime reduction. But resources are not available in the Police Force to provide 'tourism' with the intensity and frequency of security services it requires for the suppression of non-criminal behaviour such as nuisance vending and other contrary behaviour. Collaboration between the police and private security firms is encouraged. In some destinations, auxiliary persons, with security as one of their functions, have been deployed.

Hygienic safety of visitors is the prime responsibility of the destination. Tourism services providers have begun to introduce into their operations - food safety regimes, proper waste management, efficient housekeeping and environmental management campaigns to safeguard the health of visitors. There is need to maintain advancements made and pursue higher standards.

6.4.3 Strategic directions

- The Ministry of Tourism working with ABTA, the Bureau of Standards and the industry organizations will lead the introduction of mandatory tourism standards that inter alia, guarantee the physical safety of visitors in areas such as accommodation, taxi service and tour operation, water sports, horseback riding and beach vending. Critical to this effort is the passage of the Bill for the enactment of the Tourism Standards Act, 2004 through Parliament.
- Government will continue training and deployment of tourism wardens in the tourist areas in a collaborative effort with the police to eradicate visitor harassment and ensure safety and security on the beaches and other public tourist areas.

⁸ Ibid

- The Ministry of Tourism will lead a partnership of other public sector stakeholders, private sector concerns and ngos in regular information campaigns promoting safety and hygiene. All accommodation enterprises must inform guests and staff regularly about existing disaster plans highlighting their respective responsibilities.
- The Ministry of Tourism and ABTA will seek resources to empower the Central Board of Health to intensify the public health surveillance of food services establishments (hotels and restaurants). The private sector will be urged towards wider participation in national waste management and beautification initiatives.

6.4.4 STRATEGIC FRAMEWORK: SAFETY AND HYGIENE	
GOAL To provide for a safe and hygienic visitor experience	
OBJECTIVES <ul style="list-style-type: none"> • Introduce mandatory accommodation and performance standards in the delivery of tourism services that inter alia promote visitor safety • Provide visitors with information about safety and health • Ensure that all tourism properties have disaster plans • Expand the tourism warden programme • Collaborate with law enforcement in crime reduction initiatives • Collaborate with public health and sanitation authorities in environmental health initiatives that impact on the tourist industry 	
Measures of Success	<ul style="list-style-type: none"> • Number of mandatory standards in force in the tourism sector • Number and frequency of tourism information campaigns promoting health and safety • Addition number of trained tourism wardens • Reduction in number of crimes against visitors • Number of new disaster plans prepared • Crime response plan • Increased police patrols on beaches and other tourism areas • Increased number of lifeguards and beach patrols on beaches • Improved public health surveillance of tourism properties • Wider participation of private sector in national waste management and beautification initiatives
Lead Agencies	MoT; MoH, MoAE, MoFE, MoLA
Support Stakeholders	ABTA; AHTA; NSWMA; Bureau of Standards; Police, ABITPC

6.5 STRATEGIC INITIATIVE: BARBUDA TOURISM DEVELOPMENT

6.5.1 Rationale

Barbuda is a landmass of sixty-two square miles surrounded by the Caribbean Sea. It has immense potential for tourism development which has not been explored in a systematic manner. Efforts should be made to increase the economic and social contributions of tourism in Barbuda to the national economy in order to improve the quality of life of Barbudans.

6.5.2 Issues

None of the reports of the three recent tourism studies focused on the development of the industry in Barbuda⁹. There is no comprehensive policy or plan to guide the development of sustainable tourism in Barbuda. However the manifesto of the ruling United Progressive Party¹⁰ already commits the Government to at least three major infrastructural development objectives in Barbuda which have direct influence on the development of tourism. These are:

- Expand the physical facilities and improve services at the Codrington Airport
- Source technical support to help preserve the Frigate Bird Sanctuary
- Support the establishment of a National Park and the preservation of historic sites in Barbuda and train Barbudans in wildlife protection and preservation

6.5.3 Strategic directions

The MoT, working with the Barbuda Council and the Barbuda Development Organization will embark immediately on the development of a policy and plan for tourism development in Barbuda. The approaches to national park development and wildlife protection will be developed under this plan and subjected to full public scrutiny by Barbudans. Technical assistance will be sought from international or regional agencies such as the Caribbean Conservation Association (CCA).

In the interim, the Ministry of Tourism will lead the lobby to Cabinet and the Ministry of Works for the expansion of the Codrington Airport. This lobby is based on the need to expand the tourism product of Antigua and Barbuda and offer economic opportunities to Barbuda MSMEs.

6.5.4 STRATEGIC FRAMEWORK: BARBUDA TOURISM DEVELOPMENT	
GOAL To improve the quality of life of Barbudans through increased economic and social contributions of tourism.	
OBJECTIVES	
<ul style="list-style-type: none"> • Establish a framework within which tourism development in Barbuda will be pursued in a sustainable manner • Expand the physical facilities and improve services at the Codrington Airport (See 6.6: Access) • Source technical support to help preserve the Frigate Bird Sanctuary • Support the establishment of a National Park and the preservation of historic sites in Barbuda • Train Barbudans in wildlife protection and preservation 	
Measures of Success	<ul style="list-style-type: none"> • Policy and plan for the development of sustainable tourism • Expanded Codrington airport physical facilities and airport services • Protection and preservation of the wildlife sanctuaries and historic sites • Establishment of National Park • Number of persons trained in wildlife protection and preservation
Lead Agencies	Ministry of Tourism, Barbuda Council; BDO, Ministry of Works
Support Stakeholders	ABHT; AHTA; ABDB; ABHTI; NPA, Ministry of Agriculture and Environment; Ministry of Finance and the Economy, Ministry of Legal Affairs

⁹ 1. Tourism Summit Task Force November 25-27, 2002; 2. Strategic Plan for Tourism in Antigua and Barbuda into the 21st Century, October 1998; 3. Tourism Transformation Taskforce, May 2004

¹⁰ Agenda for Change, United Progressive Party Manifesto - 2004

6.6 STRATEGIC INITIATIVE: ACCESS

6.6.1 Rationale

This initiative interprets 'access' to include:

- the transportation experience to and from Antigua and Barbuda
- the airport (point of entry and exit) experience
- the ground transportation experience, and
- the transportation experience between the islands of Antigua and Barbuda.

At least ninety percent (90%) of stayover visitors arrive and depart Antigua through the international airport making the tourism sector very dependent on air transport companies in order to meet its objectives. The airlift into Antigua is expected to transport approximately three hundred thousand visitors by 2009.

The decision-making process that determines how, why, when (and perhaps if) an airline or cruise line services a particular destination has become particularly complex primarily due to intervening variables such as international treaties, consumer trends and requirements, the demands of security and the rising costs of operation and fuel. The attraction of airlift or marine service has therefore become complex also – expanding the challenge to Governments and tourism planners to ensure that seats/cabins are available to bring visitors to our destination.

Airports and harbours provide visitors with their first and last tourism experiences and therefore influence the quality of visitor stay or his/her preparedness to be benevolent in the evaluation of the entire tourism product. So too does the quality and safety of their inter-island and ground transportation experience.

6.6.2 Issues

The procurement of adequate airlift is the critical issue here. All marketing and promotion initiatives are compromised if the air carriers do not provide sufficient seats/capacity to support the tourism plan. Governments have utilized financial and fiscal incentives such as joint marketing programmes to encourage an increase in the number of regional and international air carriers operating in/out of the Caribbean.

There are critical inter-relationships between the 'marketing and promotion', 'investment planning and promotion', and 'access' initiatives and these must be programmed into the design and implementation of activities here. The advertisement of our tourism product in markets from which there is no or complicated access will not be an efficient use of resources. Likewise investment decisions are made on the strength of the projected growth in visitor arrivals and expenditures. Growth however is dependent on the availability of access to the country from international ports.

Caribbean visitors account for approximately eighteen percent of all visitors. The growth of the CSME will engender greater inter-Caribbean travel and therefore require an expansion in the capacity of the regional air transport network. The CSME promises a single regional airline policy that will influence the efficiency of the airline and marine services available to regional travelers.

The conditions of main highways and roads to tourism accommodation and other facilities have impact on visitor satisfaction. Both the experiential and emotional attributes of the tourism product are impaired by road conditions that produce discomfort and threaten safety. The revenue potential of heritage sites is compromised by poor or dangerous access.

6.6.3 Strategic directions

Government is however already committed to the expansion of the airports on both islands and to the maintenance of the marine port entrances. The first phase of development at both V.C Bird International and Codrington will be completed by the end of 2005.

The ABTA will provide cost benefit analyses that help Government decide on the levels of fiscal and other incentives it can offer to transportation companies and the levels of tax returns expected from their operations. Together with MoT, it will continue negotiations with international airlines for new or increased airlift.

Government will partner with regional governments in support of regional airlines LIAT, BWIA and Air Jamaica to ensure cost-effective and reliable regional Caribbean air services. The Ministry of Tourism and ABTA working with the individual members of the private sector will lobby for:

- the expansion of the regional air and marine transport network, and
- the expansion of air and sea connections between Antigua and Barbuda

Improvements in the ‘airport experience’ of visitors will be achieved through the improvement of the technical and customer service skills of the workforce responsible for:

- Immigration – improving the quality of the interaction of visitors and immigration officer
- Customs – the treatment of visitors by custom officers, and
- Handling and procedures – improving ‘red cap’ and taxi dispatch services
- Tour representatives

Mechanism for effective communication between these agencies will be established.

MoT and ABTA will lobby for efforts to maintain the ongoing improvement and maintenance of highways/roads and traffic systems. They will monitor the improvements in road conditions, signage and the traffic lights system.

6.6.4 STRATEGIC FRAMEWORK: ACCESS	
GOAL To ensure frequent and reliable access to Antigua and Barbuda from international ports and safe internal access to tourism areas and services	
OBJECTIVES	
<ul style="list-style-type: none"> • Expand the facilities and capacity at the V.C. Bird International Airport and the Codrington Airport to provide world-class operations and service • Design fiscal incentives to encourage the increase in the number of viable regional and international air carriers operating in/out of Antigua and Barbuda • Attract additional air and marine capacity to bring visitors to Antigua • Partner with regional governments to ensure cost-effective and reliable air services between our Caribbean states • Support the expansion of air and sea connections between Antigua and Barbuda • Lobby for ongoing improvement and maintenance of highways/roads and traffic systems 	
Measures of Success	<ul style="list-style-type: none"> • Collaborative efforts between marketing, investment promotion and access initiative • Increase in international and regional flights and passengers • Number of joint marketing activities with incentives to airlines • Expansion of regional air transport network • Upgrade and expansion of both VC Bird and Codrington airports • Increase in number of air and sea connections between Antigua and Barbuda • Conditions of main highways and roads to tourism accommodation and other facilities • Increase in number of signs and functioning traffic lights
Lead Agencies	MoT, Ministry of Aviation, MoFE, MoPW
Support Stakeholders	ABTA; AHTA; AAAB; ABTB

6.7 STRATEGIC INITIATIVE: MARKETING AND PROMOTION

6.7.1 Rationale

There are more than one hundred and seventy countries vying for each tourism customer. At least thirty of these countries are in the Caribbean and share, in respect to the rest of the world, similar natural advantages in the international tourism market. Competition is intense. Experience has shown that demand for any tourism destination grows sharply if marketing and promotions are well funded and effective.¹¹

It is the increase in visitor arrivals and visitor expenditure that will maximize the economic and social contributions of tourism to the Antigua and Barbuda economy and it is effective destination marketing that drives both visitor arrivals and expenditures.

6.7.2 Issues

In its 2003 study on economic impacts of tourism on the Antigua and Barbuda economy, KPMG Consulting reports that by 1999 tourism in Antigua had stagnated and it was then the only country in the CTO that showed a decline in visitor expenditure over the ten-year period.¹² The shocks of 2001 affected the market even more negatively. Projected figures for 2004 show major rebound in both cruise and stayover sectors (Table 1/Chart 1) indicating that total arrivals will be the highest ever recorded.

The national government budget for marketing and promotion of Antigua as a tourism destination has remained inadequate. A clear marketing strategy is not evident and therefore, destination marketing has been inconsistent in direction and under-financed.

The ABTA, immediately on establishment, will prioritize the development of marketing strategies which will be guided by:

- the requirements of marketing the Caribbean as a single destination, and
- the imperative of Antigua and Barbuda-specific marketing and promotion.

CTO estimated (1999) that among countries reporting their destination marketing budgets (Antigua and Barbuda is not one), visitor expenditures average thirty-five dollars (US\$35.00) per marketing dollar spent. Based on this average, the marketing budget for Antigua and Barbuda would amount to seven-point-four million dollars (USM\$7.4) annually.

6.7.3 Strategic direction

The Government will move speedily to pass legislation establishing the ABTA will be charged with the design and implementation of 'suitable marketing strategies for the effective promotion of the tourism industry and to advise the government and the industry on all matters relating to these strategies'. (See Initiative 6.1).

Antigua and Barbuda will be marketed as a twin island destination offering a wide variety of tourism experiences from island to island. This change in approach would not only have impact in the stay over visitor sector but could reveal and promote the nation as one of the most exciting

¹¹ The Caribbean: World Travel and Tourism Council 2004

¹² KPMG Consulting LP, Tourism's Economic Impacts Increasing the Contribution to Prosperity, Feb 2003, prepared for Antigua and Barbuda Tourism Development Programme and CPEC by Dave Russell

and competitive destinations in the region for yacht vacations. Marketing strategies will not be implemented in isolation of tourism product development initiatives.

Government will provide seed financing to jump-start the marketing and promotion strategies. It will also examine the operations and effectiveness of the existing '2% Marketing Levy' with a view of rationalizing all revenue measures operational in the tourism sector. (See 6.11)

The ABTA will collaborate with the MoT, MoFE and other public and private sector agencies in the development of an efficient tourism intelligence system capable of evaluating and informing destination marketing strategies and Government policy.

6.7.4 STRATEGIC FRAMEWORK: MARKETING AND PROMOTION	
GOAL To increase the economic and social contributions of tourism to the Antigua and Barbuda economy	
OBJECTIVES	
<ul style="list-style-type: none"> • Participate in coordinated approaches to market the Caribbean as a single destination • Develop and implement a new destination marketing strategy for Antigua and Barbuda tourism • Coordinate marketing strategies with product development efforts. • Develop mechanisms for tracking, reporting and evaluating market strategy 	
Measures of Success	<ul style="list-style-type: none"> • Financial contributions to regional marketing efforts • Marketing strategy adopted, implemented and continually refined • Increase in the number of private sector and community events promotions • Increase in number of visitors, spending, taxes generated • Increase in arrivals/expenditure during off-peak season • Accurate, timely data and information
Lead Agencies	ABTA; AHTA; Ministry of Tourism, Ministry of Finance, NPA; ABCA
Support Stakeholders	Ministry of Finance and the Economy, Division of Culture, Carnival Development Committee

6.8 STRATEGIC INITIATIVE: HUMAN RESOURCE DEVELOPMENT

6.8.1 Rationale

It is estimated that tourism provides approximately forty-eight percent (48%) or just less than eleven thousand jobs (see 5.1). There is a prevailing public perception, informed by the lack of knowledge, that jobs in tourism are the preserve of those who have underachieved academically at the secondary school level.

The success of efforts to raise national commitment to the industry and recognition of the contributions it makes to national well-being will depend on the manner in which the industry addresses the issue of human resource development. The competitiveness of the national tourism product is determined by effective destination management and the delivery of quality hospitality services – which in turn are dependent on the ability of the workforce to perform at international standards of excellence at all levels of the hospitality industry.

6.8.2 Issues

- There is evidence that as literate as the workforce is, many workers are inadequately oriented and trained and therefore demonstrate low levels of knowledge and technical skills.
- There is training capability in Antigua in both the public and private sector through the ABHTI, AHTA and private consulting companies. The Museum also has provided training to workers in the tourist industry.
- Plans to upgrade the capacity and capability of the ABHTI school through new management structures; flexibility in curriculum development, staffing and affiliations with external training institutions exist. The MoT will offer full support to the implementation of these plans. The TTT has called on ABHTI to include in its mandate the provision of 'intensive training for all service employees, customs, immigration, red caps, and taxi drivers'.
- The Board of Education (BOE) is financed through compulsory deductions from the salaries and wages of all workers, just less than fifty percent of whom function in the tourism or related industry. It seems logical that major allocations of the BOE budget be spent on the development of this workforce which generates one-third or more of GDP. There is at least also a moral responsibility of the BOE to give increased support to the children of tourism workers who wish to follow the careers of their parents.
- The Ministry of Tourism has launched a tourism cadet programme that seeks to develop a cadre known as the Antigua and Barbuda Tourism Cadet Corps with a knowledge and understanding of the needs, problems and opportunities within the tourism sector and also to provide hands-on training and development within the tourism business. There are presently forty-two senior students between fifteen and eighteen years old who are enrolled for the one year programme. This programme will be enlarged and monitored to determine the career paths chosen by its graduates.
- The involvement of the private sector in the development of the workforce is of paramount importance. Small properties point to the impracticality of developing and implementing in-service training programmes and they point also to the staffing difficulties that arise when workers are 'released' for training.

6.8.3 Strategic directions

The Ministry of Tourism is committed to its leadership role in the growth, through human resources development, of a qualified and skilled workforce capable of providing both managerial and technical leadership to the tourism industry. It will:

- focus on the improvement of skills of its public sector employees and continue its support and encouragement to relevant training in the private sector
- encourage trainers to include in their training programmes, modules/elements that seek to instill self-confidence in individual workers based on the strength of their history and uniqueness of their culture. (See 6.9), and
- intensify its advocacy efforts for the institution of clear career paths in the industry.

Government will immediately implement the results of the recent institutional review of the ABHTI with a view of giving its Board of Management legislative authority enabling it to pursue a development course that maximizes its training and educational capacities and promotes market driven training with international certification where possible.

The Ministry of Tourism will maintain its lobby to the BOE and the Ministry of Education for support to training programmes and the provision of financial assistance to those seeking to develop careers in tourism. It will also petition the Ministry of Finance/Government for the creation of financial or fiscal interventions that encourage private sector provision of industry-wide training.

MoT and AHTA - along with large tourism enterprises - will collaborate in the development and delivery of training programmes that improve the chances for employment of school leavers and the advancement of workers at all levels of the industry. Emphases will be placed on constantly improving the excellence of guest services, supervisory management and training for owners/operators of small hotels and community tourism projects. Increased focus will be given to those areas such as maintenance and energy conservation, the proper management of which can increase the competitiveness of individual enterprises and the national tourism product.

6.8.4 STRATEGIC FRAMEWORK: HUMAN RESOURCE DEVELOPMENT	
GOAL To develop a highly skilled workforce capable of performing in all levels of the hospitality industry at international standards of excellence.	
OBJECTIVES <ul style="list-style-type: none"> • Improve the quality and levels of education and training offered at the ABHTI • Enlarge the tourism cadet programme and define career paths for various skills and disciplines in tourism • Increase the number of scholarships offered through the Board of Education for tourism studies locally and abroad • Support tourism training programmes in guest services/hospitality skills, supervisory management and small hotel and community projects operation/management. • Support technical training that enhance competitiveness of individual enterprises and the industry 	
Measures of Success	<ul style="list-style-type: none"> • The institutional review of the ABHTI and the implementation of recommendations for restructuring, staffing and education/training mandates. • The number of new courses offered at ABHTI • Number of internationally accredited courses offered • Affiliations with external tourism training institutions • Number of youth cadets choosing tourism as a career • Number and type of scholarships in tourism studies awarded • Number of training programmes supported in priority areas • Level of incentives offered to and utilized by the private sector for support of training
Lead Agencies	ABHTI, Ministry of Tourism, Ministry of Education;
Support Stakeholders	ABTA; AHTA; ABIT

6.9 STRATEGIC INITIATIVE: NATURAL RESOURCES, HERITAGE AND CULTURE

6.9.1 Rationale

The most recent visitor satisfaction survey identifies 'local congeniality and beaches' as 'our best tourism assets'¹³. Local congeniality is a reflection of our culture and history and it is full reference to our culture that will assist tourism planners in the development of unique tourism products. Culture and history manifest themselves, inter alia, through performing arts, crafts and other attributes such as cuisine, dress, and speech patterns. Beaches are the most important tourism attribute of our natural resources which in addition, include mangroves, coral reefs, hiking trails, diving sites and a small number of parks.

Antigua and Barbuda is 'blessed with an abundant diversity of heritage sites. There are over sixty (60) prehistoric sites of ancient Amerindian settlements, more than twenty (20) fortifications with remnant structures and numerous former sugar estates with associated structures.'¹⁴

'The quality and success of [our] tourism is dependent, in large measure, on the maintenance of a healthy and attractive natural environment.'¹⁵ International demand for the products of the niche markets of eco- and heritage tourism continues to grow. The commitment to promote environmental sustainability, preservation and restoration of heritage sites, and cultural protection and promotion is vital to the sustainability of the tourism industry itself and the provision of emotional experiences to visitors.

6.9.2 Issues

- The delivery of quality guest services in the tourism industry in Antigua and Barbuda tends to be impeded by overlapping sociological concerns about 'service' and 'servitude'. The relationships between tourists and tourism workers are conditioned by the history and culture of each group. The majority of the industry workforce is of African descent, the majority of our tourists are of European descent. These issues tend not to be discussed in public fora but they impact on both the nature and the perceptions of services offered/received.
- There have been attempts in the Caribbean to turn to other attractions than 'sun, sea and sand' in repositioning the region as a tourist destination. The reality is that 'the beaches' continue to be seen by most visitors 'as the essence of most Caribbean tourist destinations'.¹⁶ It should be clear however that 'our strengths in these areas are not likely by themselves to improve Antigua and Barbuda's competitive position as a tourist destination'.¹⁷
- The issues relating to policy development on land purchase and land use are critical to tourism development. These policies will not only have impact on physical sustainability. Their promulgation is an important precursor activity to tourism product development initiatives, marketing strategies and investment promotion campaigns. Investors, local and foreign, need to be assured of the permanence of those elements and vistas in the natural environment that attracted their investments in the first instance.
- The effective management of the natural assets of culture and heritage has value independent of tourism. There is need for a planned approach based on appropriate legislation identifying conservation, restoration and preservation as primary objectives of generic heritage site management plans. These plans should give attention to revenue generation, through user fees in particular, to preserve and develop heritage sites.

¹³ Ibid

¹⁴ Incorporating Our History as a Tourism Product; National Parks Authority (NPA) presentation at TOURISM SUMMIT 2000

¹⁵ WTTC

¹⁶ Richards and Associates; Visitor Satisfaction Survey 2001

¹⁷ Ibid

6.9.3 Strategic Directions

All training institutions/individuals will be encouraged to include information on and interpretation of Antiguan/Caribbean history and culture in training programmes for service personnel in particular. Orientation and training programmes especially in the accommodation sector will be designed to promote the understanding and value of history and culture to nationals, residents and visitors alike. The Ministry of Tourism will boost its initiation of and participation in media programmes and events promoting history, culture and environmental awareness. (See 6.2 & 6.4)

All sectors of the tourism industry – private, public and NGO – will join the lobby for the modernization of existing legislation and the enhancement of the capacity of the DCA to regulate physical development issues relating to land use and land purchase. MoT and ABTA will ensure:

- the establishment of tourism zones of activity in the national land use plan, and
- boundary lineation and zoning of heritage sites

The quality and conditions of natural resource sites will be constantly improved. Immediate emphasis will be placed on the development and implementation of a heritage site policy and a generic management plan for these sites. Under this initiative, awareness among service providers and managers of heritage sites will be promoted through training and exposure to ‘best practice’ examples with aims of improving operating standards for the achievement of compliance with industry expectations.

These plans will give careful consideration to revenue generation through user fees and concessionaire payments at heritage sites and importantly contain monitoring mechanisms that will inform on carrying capacity of natural assets and report on the potential adverse impacts of tourism.

The visitors’ experience can be enhanced through efficient information desks/booths and/or interpretation centres at heritage sites. MoT will promote through the NPA, increased MSMEs participation in the operation of these sites in areas such as vending, photography, interpretation and information, sanitation and safety.

6.9.4 Strategic framework: NATURAL RESOURCES, HERITAGE AND CULTURE	
GOAL To promote environmental sustainability, preservation and restoration of heritage sites, and cultural protection	
OBJECTIVES	
<ul style="list-style-type: none"> • Promote the understanding of history and value of culture to nationals, residents and visitors • Lobby for new policies concerning land purchase and land use • Promote the sustainable use of natural resources and heritage sites through preservation and conservation of these natural assets. • Monitor and minimize the potential adverse impacts of tourism on the environment and national culture. • Increase opportunities for small business/enterprise participation in the management and maintenance of natural resources and the provision of services at public sites 	
Measures of Success	<ul style="list-style-type: none"> • Increased training to all service personnel in our history and culture • Level of initiation and participation in media programmes about history and culture • Strengthened Physical Planning and Development Act with regulations. • Physical development plans and land use policies • Strengthened capacity and capability of DCA • Heritage site policy and management plans • Annual report on the impacts of tourism on the environment and national culture • Number of new environmental and cultural events • Number of private concessionaires operating at public sites • Increased revenue through user fees and concessionaire payments at heritage sites
Lead Agencies	MoT, ABTA; MoAE; DCA; MoFE, MoLA; EAG
Support Stakeholders	AHTA; EAG, Antigua Museum; ABDB

6.10 STRATEGIC INITIATIVE: YACHTING TOURISM DEVELOPMENT

6.10.1 Rationale

Antigua is recognized as one of the world's most prestigious yachting destinations. The yachting product includes the many natural harbours of which the country boasts; the Nelson's Dockyard, the only working Georgian dockyard in the world; the popular sailing regatta, Antigua Sailing Week and one of the world's most renowned boat shows, Nicholson's Charter Show.

Visitor expenditure revenue shows that yachting visitors account for approximately fifty percent more revenue annually than cruise visitors¹⁸. It is also estimated that the yachting visitors generally have more disposable income than stayover visitors. Yet the potential of the twin island destination (Antigua & Barbuda) yachting vacation remains untapped.

The Antigua Marine Trades Association (AMTA) has identified a global network of yacht clubs and suggests that this is a niche market that should be targeted. The Association is confident that:

- Antigua's status as a globally recognized yachting destination can be used to promote Antigua-Barbuda as an up market tourist destination
- Investment in this sector could result in major returns

6.10.2 Issues

The yachting industry is still characterized by a seasonality which leaves many of its marina berths closed or severely underutilized in the off-season. The infrastructure required to support and attract small cruising yachts and pleasure craft during the hurricane/off-season periods is underdeveloped. Consequently, yacht insurance in Antigua and Barbuda is perceived as un-competitively priced.

Logically, there are no organized activities for yachting visitors during this period and therefore virtually no demand for yachting services. The provision of dedicated and managed shelters, with operating plans and procedures to be applied in periods of storms and hurricanes, should be viewed as a national service vital to the protection of boating assets.

Berthing facilities are concentrated in Falmouth/English Harbour, Jolly Harbour limiting the choices available to resident or visiting yachts and importantly also limiting the growth and potential for local participation in the industry.

The further development and marketing of the sector as a twin-island experience is dependent on the provision of:

- navigational aids to improve safe passage into marinas and anchorages (day-time and overnight)
- a system of permanent moorings to optimize the use of such anchorages and to reduce environmental damage
- infrastructure and services appropriate to the location and potential of various anchorages

There is need to strengthen both the reliability and efficiency of public services (customs and immigration clearance, navigation aids and garbage collection) critical to the industry.

6.10.3 Strategic directions

The goal of increasing the growth of the industry revolves around reducing the high levels of seasonality through infrastructural and programme development, improving the existing product and marketing.

¹⁸ In 1999 – Cruise visitors – EC\$24.8M; Yachting visitors – EC\$36.3M; Stayover visitors - EC\$742.8M

Government in collaboration with relevant stakeholders (NPA, marinas and the AMTA) will facilitate the design and implementation of hurricane shelter plans and procedures for yachts and other pleasure craft and will also promote the establishment of mandatory standards for the storage of boats on hard ground.

Government and the ABTA will facilitate improved collaboration between the private and public sectors in pursuance of the development of an innovative programme of yachting events, natural attractions and military/historic heritage critical to the yachting sector aimed to:

- strengthen the country's claim as a world class and up-market yachting destination, and
- further develop the luxury yacht niche market while also developing markets for smaller cruising yachts and bareboat charter yachts.

Identified natural attractions and events such as Sailing Week, the Classic Regatta and the Yacht Charter Show will remain the core of product development initiatives.

In an effort to encourage yachting activities year round, government will seek to encourage expansion of the bareboat charter yacht sector. Potential sites for marina location to house charter operations will be identified.

The programme will be catalyzed by an incentives scheme which targets local or external investors for yachting infrastructure, plant development and services. Corporate tax exemptions will be offered to yachting business operating during the off-season. Government will negotiate with insurance companies and underwriters to provide incentives to persons buying into yacht shelter programmes.

ABTA will be encouraged by Government to include the yachting product in all destination marketing and also to target yachting niche markets. The ABTA will use the opportunities presented by these maritime events to convert 'yachters' to stayover visitors.

6.10.4 STRATEGIC FRAMEWORK: YACHTING TOURISM DEVELOPMENT	
GOAL To maximize the contribution of the yachting sector to the national economy	
OBJECTIVES	
<ul style="list-style-type: none"> • To attract more yachts to Antigua and Barbuda and increase yachting activity in the off-season • To expand and improve infrastructural facilities of the yachting sector • To upgrade the public services offered to the yachting sector • To provide tax and other incentives for the further development of the yachting sector • To develop and implement niche marketing programmes for the yachting sector 	
Measures of Success	<ul style="list-style-type: none"> • Dedicated and adequately managed hurricane shelter anchorages for yachts/pleasure crafts developed • Mandatory standards for ground storage of boats • Numbers and working conditions of navigation lights, markers, public moorings • Increased support to maritime events such as Sailing Week and the various yacht shows • Improved physical facilities and streamlined processes for customs and immigration • Levels of participation in incentives programme • Specific niche marketing programmes of the yachting sector.
Lead Agencies	Ministry of Tourism, ABTA; APPA; Ministry of Finance and the Economy, Ministry of Legal Affairs
Support Stakeholders	ABDB; AMTA; APG, ABCTA

6.11 STRATEGIC INITIATIVE: CRUISE TOURISM DEVELOPMENT

6.11.1 Rationale

Cruise tourism in Antigua and Barbuda has been growing faster than land-based tourism (Appendix C). Recent investment in pier expansion and the cruise ship basin improvements for St. John's are beginning to provide desired returns. Attention should now be given to the development or expansion of attractions favored by cruise passengers, improvements to ground excursions (including tour interpretation) and such services like duty-free shopping. Consideration should be given towards the end of the plan period for the additional development of berthing and/or landing facilities outside of St. John's for smaller cruise ships.

6.11.2 Issues

The issues that should be addressed in targeted initiatives for the cruise tourism sector include:

- Diversification in product offerings available to cruise passengers.
Shore excursions comprise a significant component of the cruise vacation experience. Revenue capture by local service providers (taxis, tour operators, tour guides, etc.) could be improved if product offerings are diverse enough to capture a larger percentage of passengers arriving on the ships.
- Quality of the product on offer.
Work done in Nelson's Dockyard and the Dow Hill Interpretation Center represents some of the best examples of heritage product development, packaging and selling in the Eastern Caribbean. Generally however, the packaging of other natural and heritage products in the country could be improved. Major emphasis should be placed on how natural, cultural and historical heritage sites are interpreted. Effectively "telling the story" of a site or tour is perhaps the most important factor shaping the visitor's experience. Other factors include the quality of other visitor services on offer. Standards for safety and security, signage of all kinds, interpretation, product presentation and other important aspects of operations at heritage sites are not well articulated for the country. Compliance with international standards being demanded by the industry is therefore lacking in many areas.
- Options for cruise ship docking or anchoring.
St. John's is the central port for cruise ship docking and should remain that way. Smaller ships occasional anchor in Falmouth Harbour but landing facilities are inadequate. There are advantages in pursuing the development of appropriate facilities for smaller cruise ships in Falmouth Harbour and Parham Harbour in a manner sensitive to the environment and that would avoid conflicts with yachting and other uses.

6.11.3 Strategic Directions

The Ministry of Tourism and the ABTA will energize product diversification through:

- an island wide heritage sites development programme (See Initiative 6.9 Natural Resources, Heritage and Culture)
- Enhancement of community-based tourism product development (Tourism in Communities) especially in the areas of cultural tourism, agro-tourism, eco-tourism and sport tourism. (See Initiative 6.13)
- Incentives and tax exemptions to local businesses serving the cruise tourism sector

The Ministry of Tourism, ABCTA and the APG will continue collaboration in the development of cruise ship infrastructure and services. Together with the NPA, they will determine the feasibility of pursuing a policy for decentralized development of cruise tourism facilities. This initiative would be undertaken as a corresponding activity with the product diversification and standards development activities.

6.11.4 Strategic framework: CRUISE TOURISM DEVELOPMENT	
GOAL To maximize the contribution of the cruise sector to the national economy	
OBJECTIVES <ul style="list-style-type: none"> • Attract more cruise ships/visitors to Antigua and Barbuda • Maintain and continue the improvement of public infrastructural facilities of the cruise sector • To diversify the heritage products and attractions available to cruise passengers • To achieve compliance with international standards for the operation of heritage sites and tours • To provide tax and other incentives to local businesses serving the cruise tourism sector • To provide alternative facilities for smaller cruise ships in other areas outside of St. John's 	
Measures of Success	<ul style="list-style-type: none"> • Level of niche marketing programmes for the cruise sector • Maintenance programmes for cruise infrastructure • New products are developed and used by cruise passengers • Standards are developed and publicized • Service providers are trained in standards compliance • Number and levels of tax and other incentives offered to local business • Additional or improved facilities for small cruise ships are developed
Lead Agencies	MoT; ABTA; ABCTA
Support Stakeholders	MoFE, MoLA; ABDB; NPA; APG

6.12 STRATEGIC INITIATIVE: INVESTMENT PLANNING AND PROMOTION

6.12.1 Rationale

The competition between CTO partners for regional and international investment in tourism in the Caribbean is fierce. Each partner has identified foreign investment as crucial to the improvement and diversification of the quality of their tourism product.

In Antigua and Barbuda, the lack of significant destination marketing during the nineties contributed to the stagnation of the sector – not only through declines in visitor arrival and expenditure, but also to the failure to attract new tourism sector investment. This promotion aspects of initiative is closely twinned therefore with that of marketing and promotion (Sec 6.6)

6.12.2 Issues

Government has identified its role as developing and managing the legislative and fiscal public sector framework to enable the participation of the private sector, through investment, to lead the development of the tourism product, creating both jobs and wealth. It is important that the international tourism providers be made aware that Antigua and Barbuda is 'back in business', that there is serious strategic commitment to the revitalization of the industry.

The investment process is complicated and disjointed. Neither incentive nor tax regimes are transparent or equitably applied throughout the industry. Investors need to be very clear that investments will be protected, that there is reasonable ability to repatriate profits and that importantly, there is firm commitment to:

- the enactment and enforcement of progressive land purchase and land use policies, and
- environmental protection and beautification programmes

The grant of fiscal and economic incentives has long term goal of increasing Government's tax receipts. Presently most Government taxes are received through the accommodation and cruise sectors. All tourism activities benefit from the marketing and promotion efforts of Government, AHTA, ABCTI and others.

6.12.3 Strategic Directions

The Ministry of Tourism will embark on an immediate campaign informing the major tour operators, airlines and other providers of the strategic view and plans of/for tourism now operational in Antigua and Barbuda. This provision of information will be supported by participation of tourism leaders in regional and international conferences/meetings and tourism trade fairs/markets. Roles will be identified for tourism offices abroad to deepen their involvement in investment planning and promotion.

The Ministry of Tourism is already working with the Ministry of Legal Affairs and the Ministry of Tourism on the drafting and passage through Parliament of the Antigua and Barbuda Tourism Development Act that will encode the regime of fiscal and economic incentives and concessions common to all categories of investors. This regime will not discriminate between local, regional or international investors and is also aimed at increasing the possibilities of increased local economic participation in the tourism sector. The financial sector will be lobbied to provide increased support to the small business sector through venture funding or other financial instruments.

Important issues and the strategic directions for land purchase and land use are discussed in Strategic Initiative ‘Natural Resources, Heritage and Culture’ at Sec 6.9.

Micro, small and medium enterprises (MSME) will benefit from the Government/MoFE’s commitment to set up a statutory Enterprise Development Agency (EDA) as a ‘one-stop-shop’ for this sector to access fiscal and other incentives, training and marketing opportunities, technical assistance and information to assist in business planning and general operations

Government will seek to consolidate existing tourism taxes and levies. It will specifically review the ‘2% Marketing Levy’. Importantly Government will design a tax system that is equitable and shared by all sectors of the tourism industry. (See 6.7)

6.12.4 STRATEGIC FRAMEWORK: INVESTMENT PLANNING AND PROMOTION	
GOAL To encourage both new investment and re-investment in the accommodation and other sectors of the tourism industry	
OBJECTIVES	
<ul style="list-style-type: none"> • Reaffirm Governments commitment to the tourism industry as outlined in this strategic plan • Promote new policies concerning land purchase, land use and the protection of the environment (see 6.9) • Encode a regime of fiscal and economic incentives and concessions common to all categories of investors • Simplify the management of the investment process • Catalyze local economic participation in the tourism sector • Recast the tourism tax regime with a view of consolidating existing taxes and expanding the tax revenue base beyond the accommodation sector 	
Measures of Success	<ul style="list-style-type: none"> • Specific marketing and promotion actions announcing the programmed changes in the tourism infrastructure aimed at attracting investors (see 6.7.) • Clear land purchase and land use policies • Improved guidelines and legislation for the protection of the environment • Passage of Antigua and Barbuda Tourism Development Act through Parliament • Establishment of the EDA by the Ministry of Finance • Results of lobby to the Antigua and Barbuda Development and other enterprises in the financial sector for increased support for local investment in tourism • Number of MSMEs accessing incentives and utilizing the services of the EDA • New tax regime
Lead Agencies	MoT, MoFE, MoLA; MoAE
Support Stakeholders	ABTA; AHTA; ABDB

6.13 TOURISM IN COMMUNITIES

6.13.1 Rationale

This initiative seeks to consolidate the theme that 'tourism is every body's business' through the creation of entrepreneurial opportunities in tourism in identified communities which allow for:

- tourism product diversification,
- the involvement of a wider cross section of the population in the provision of tourism services, and therefore wider distribution of the economic benefits of tourism.

The Sports Tourism Cultural Alliance (STCA), an NGO of sports administrators, musicians and cultural activists, has embarked on fledgling programmes that invite and host visitors in communities for participation in sports and cultural events. STCA reports various levels of success including the establishment of links with international sports tourism groups that stage tournaments and promote exchanges between local and American sportspersons

6.13.2 Issues

Community-based tourism is not without its challenges. Communities are not naturally equipped with skills and resources that allow local participation in a complex economic activity that requires attention to environmental sustainability, management and maintenance of heritage sites, respect for traditional cultural and social realities and profit sharing. Unplanned community tourism in sensitive communities can lead to social and cultural dislocation that outweighs potential or real economic benefits.

6.13.3 Strategic Directions

The following areas are identified as national priority for community-based tourism product¹⁹ development:

- Cultural tourism – related to Antiguan and Caribbean cultural expressions in the performing and plastic arts, fashion, handicraft and cuisines
- Agro-tourism – related to experiencing and appreciating agricultural products settings and lifestyles
- Eco-tourism – related to travel to natural attractions to experience and study the islands' unique flora, fauna and culture in a manner which is ecologically responsible, economically sustainable and encourages the well-being of the local community.
- Health and Wellness Tourism – travel for the purpose of enhancing the wellness of the mind, body and spirit of individuals, families and groups
- Sports tourism – travel for the purpose of being a fan, athlete or participant in sporting events or life-style activities.

The ABTA will have national responsibility for the development and marketing of the community tourism product. It will:

- collaborate with and empower the STCA and similar NGOs or community organizations to approach tourism development in an organized and informed manner.
- help with the identification and promotion of synergies between various community-based tourism products
- establish registration and licensing regimes for community-based tourism products/events allowing for their inclusion and promotion as part of the national tourism product.
- develop niche marketing strategies for individual components of the community-based tourism product.

¹⁹ Definitions taken/adapted from 'Strategic Directions for Hawaii's Visitor Industry' June 1999

- promote and exploit the synergies between community based tourism products

Government, through the MoT will encourage the development of training programmes in ABHTI that equip community leaders with identification and management skills of community tourism projects. (See 6.8 Strategic Initiative: Human Resources). Importantly, Government will assist in the provision or development of the infrastructure required for community tourism development.

6.13.4 STRATEGIC FRAMEWORK: TOURISM IN COMMUNITIES	
GOAL	
To promote diversification of the tourism product through support and development of new tourism events, experiences and attractions that are community based and managed.	
OBJECTIVES	
<ul style="list-style-type: none"> • Improve public knowledge of community tourism • Develop community tourism performance standards and monitor the quality and visitor appeal of community tourism products • Design and deliver training programmes in the identification and various aspects of the management of community tourism events and activities • Prioritize and determine markets for community based environmental, sports, agriculture, health and wellness and cultural tourism products • Define and support investment opportunities in gateway communities and Barbuda (See 6.11) • Support private sector and communities in staging of community based events that have visitor attraction potential 	
Measures of Success	<ul style="list-style-type: none"> • Public education and awareness of community tourism and the economic/investment potential in its various components • Performance standards for community tourism products • Register of community tourism products • Niche marketing strategies for the various community based tourism activities/events • Number of private sector and community events, experiences and festivals supported • Number of community leaders trained in community tourism • Increase in number of entrepreneurs in the community tourism sector • Number of new community tourism products developed and registered
Lead Agencies	ABTA; MoT
Support Stakeholders	AHTA; ABHTI; STCA; BDO, ABCTA, NPA

7 IMPLEMENTATION

7.1 STRATEGIES FOR IMPLEMENTATION

7.1.1 Overview

Plan implementation must be managed. This plan calls for the appointment of a tourism planner to work under the direction of the Director of Tourism in the Ministry of Tourism to lead the planning process, continually adjusting the strategic direction and goals of the plan. The tourism planner is expected to catalyze the implementation of the plan through inter-ministerial and public/private consultations and joint actions. The appointment of this officer is considered a priority.

The mobilization of resources will present the greatest challenge to the Ministry of Tourism. The Ministry of Finance and Economy is faced with a shortage of resources and also with expanded competing demands from other sectors. Tourism will make its case forcefully and with planning and information support. The Ministry of Finance will be invited to consider the following important issues when making its allocation decisions:

- The existence of this plan that commits both the public and private sector to integrated action for tourism product development
- The economic impact of the hospitality industry on the economy of the country noting the contribution to national revenue and job creation.
- The potential for improvement of national benefits from tourism based on the predictions for international travel to the Caribbean
- The rebound of the industry and the reasons for such
- The potential for growth in the Antigua and Barbuda through product development, service quality improvement and marketing and promotion
- The investment potential of the industry, and
- The initiatives planned to enlarge the tax revenue base beyond the accommodation and cruise sectors.

7.1.2 Immediate Actions (2004)

Actions of the Ministry of Finance and the Economy, the Ministry of Legal Affairs and the Ministry of Agriculture and the Environment lie on the critical path of the plan network. The following actions are considered critical to the implementation of this plan and must be pursued without delay:

2004

- Conduct industry consultation on this plan and have it approved by Cabinet.
- Conduct industry consultation on three proposed tourism Bills and on-pass to AG's office and Parliament.
- Communicate financial projections/requirements with justifications to the Ministry of Finance for consideration for 2005 budget. This is immediate – even before approval of the Plan.
- Recruit management consulting company to do institutional analysis of the Ministry of Tourism - make recommendations for reorganization and staffing. Include analysis of overseas offices.
- Recruit management consulting company to do a business plan of the ABTA.

2005

- Reorganize Ministry of Tourism and appoint staff – Tourism planner, IT professional & support.
- Establish and appoint staff to ABTA – Director, Marketing manager, Communications/IT specialist and support staff.

7.1.3 Mobilization of Finance

The estimates/budget for recurrent expenditure allocated to the Ministry of Tourism is shown in Table 4 below. The total of EC\$14.023million budgeted to the Ministry Headquarters includes 'Operating Cost –

Advertising & Promotion' of EC\$10million. There is however generally a marked difference between revised and actual expenditures.

TABLE 4

RECURRENT EXPENDITURE – MINISTRY OF TOURISM EC\$,000						
	2004		2003			2002
	Actual	Estimates	Actual	Revised	Approved	Actual
Ministry Headquarters	n.a	14,023	n.a	13,015	12,698	1,914
Antigua Tourist Office	n.a	1,454	n.a	1,415	1,357	922
Overseas Tourism Offices	n.a	4,000	n.a	3,614	3,614	n.a.
ABHTI	n.a	1,689	n.a	970	967	411
Total	n.a	21,166	n.a	19,014	18,636	3,247

A review of the efficiency (capital and recurrent costs, staffing, etc.) of the Ministry of Tourism will be conducted during the implementation of the strategic initiative 'Tourism Management, Planning & Research'. The review will be conducted within the framework of the Government Public Sector Reform Programme and will therefore recommend alternative management approaches and reduction of recurrent costs. Successful implementation of this strategic plan will depend also on the mobilization and allocation of new/additional public sector resources as shown in Table 5 below.

Table 5

PROJECTED NEW PUBLIC SECTOR INVESTMENT EC\$,000s					
STRATEGIC ACTIONS	EC\$,000s				
MINISTRY OF TOURISM	2005	2006	2007	2008	2009
1. Reorganization – staffing/financing of the Ministry headquarters	300	100	50	-	-
2. Tourism awareness programmes	50	75	75	50	50
3. Human resources development	20	50	100	100	100
4. Establishment of the ABTA	2,000	1,700	1,700	1,700	1,700
5. ABTA investment for Marketing and Promotion	10,000	10,000	8,000	8,000	6,000
6. Direct support to the Urlings Fish, Better Village & other Festivals	3,000	3,000	2,500	2,500	2,500
SUB-TOTAL EC\$,000	15,370	14,925	12,425	12,350	10,350
PUBLIC SECTOR CAPITAL EXPEND					
8. Caribbean Festival Park	6,000	3,000	1,000	-	-
9. Airport expansion at VC Bird & Codrington	10,000	5,000	5,000	-	-
10. Physical infrastructural development of ports & marinas	500	400	100	100	100
SUB-TOTAL EC\$,000	16,500	8,400	6,100	100	100
TOTAL EC\$,000	31,870	23,325	18,525	12,450	11,450

The 2005-2009 projects call for new investments in the reorganization/upgrade of the staff of the Ministry, Tourism awareness programmes, HRD, Establishment of the ABTA with adequate marketing funds, and direct support to tourism events/festivals e.g. the Urlings Fish, Better Village. There are three main requirements for capital expenditure relating to tourism – the Caribbean Festival Park, the upgrade and expansion of both airports and infrastructural work for the development of yachting facilities. Most of the other areas/activities mentioned in the plan are budgeted for in the regular budget but in many instances funds for execution/implementation have been unavailable. In 2005, a total of EC\$M31.9 in new funds (EC\$M15.3 in Tourism and EC\$M16.5 in other Ministries) are required.

7.2 ACTION PLAN FOR IMPLEMENTATION

STRATEGIC INITIATIVE	ACTION/DESCRIPTION	RESPONSIBLE	WHEN/BY
TOURISM MANAGEMENT, PLANNING & RESEARCH	1. Strengthen the tourism legislative framework facilitating the management of the tourism industry, promote investment and marketing, and enhance product development.	MoT; MoLA	1Q/2005
	2. Operationalize of the Antigua and Barbuda Tourism Authority	Minister – MoT	2Q/2005
	3. Re-structure the Ministry of Tourism	MoT	2Q/2005
	4. Create sound and productive relationships with the international travel trade community	MoT	On-going
	5. Improve the capacity of the Ministry of Tourism and partners for information management and industry measurement	MoT	2Q/2005
	6. Monitor the implementation of a national strategic tourism plan	MoT	On-going
	7. Facilitate greater net contribution of tourism to the national economy through linkages with other economic sectors	MoT	On-going
TOURISM PRODUCT DEVELOPMENT	8. Encourage diversification of the tourism product to meet the demands and expectations of niche markets and World Cup Cricket 2007	MoT; ABTA, AHTA	2Q2008
	9. Establish the Caribbean Festival Park	P.M's Office	4Q/2007
	10. Provide incentives to the transportation and tour operators sub-sector	MoT; MoFE	1Q/2006
	11. Provide incentives for the presentation of local culture and entertainment in all hospitality facilities including hotels and restaurants	MoT; ABTA, AHTA	3Q/2005
	12. Improve accommodation for beach vending of arts and crafts	MoT; MoW	4Q/2006
COMMUNICATION, PUBLIC EDUCATION and AWARENESS	13. Raise the national awareness of contribution of tourism to the national well-being	MoT; ABTA, AHTA, ABCTA	On-going
	14. Increase local awareness of investment opportunities in tourism	MoT; ABTA	2Q/2006
	15. Encourage community participation in the planning, development, implementation, management of all tourism projects	MoT; ABTA	Ongoing
SAFETY AND HYGIENE	16. Introduce mandatory accommodation and performance standards in the delivery of tourism services that inter alia promote visitor safety	MoT; AHTA; BoS; MoLA	2Q/2006
	17. Provide visitors with information about safety and health	MoT; ABTA, AHTA	3Q/2005
	18. Ensure that all tourism properties have disaster plans	MoT, AHTA	2Q/2005
	19. Expand the tourism warden programme	MoT	4Q/2005

	20. Collaborate with law enforcement in crime reduction initiatives	MoT	On-going
	21. Collaborate with public health and sanitation authorities in environmental health initiatives that impact on the tourist industry	MoT	On-going
BARBUDA TOURISM DEVELOPMENT	22. Establish a framework within which tourism development in Barbuda will be pursued in a sustainable manner	MoT	2Q/2005
	23. Expand the physical facilities and improve services at the Codrington Airport (See Strategic Initiative: Access)	MoPW	1Q/2006
	24. Source technical support to help preserve the Frigate Bird Sanctuary	MoT	2Q/2005
	25. Support the establishment of a National Park and the preservation of historic sites in Barbuda	MoT	4Q/2006
	26. Train Barbudans in wildlife protection and preservation	MoT, NPA, MoAE	4Q/2005
ACCESS	27. Expand the facilities and capacity at the V.C. Bird International Airport and the Codrington Airport to provide world-class operations and service	MoPW	4Q/2005
	28. Design fiscal incentives to encourage the increase in the number of viable regional and international air carriers operating in/out of Antigua and Barbuda	ABTA; MoT; MoFE	4Q/2005
	29. Attract additional air and marine transportation capacity to bring visitors to Antigua	ABTA; MoT	On-going
	30. Partner with regional governments to ensure cost-effective and reliable air services between our Caribbean states	MoT; MoFE	On-going
	31. Support the expansion of air and sea connections between Antigua and Barbuda	MoT	On-going
	32. Lobby for ongoing improvement and maintenance of highways/roads and traffic systems	MoT	On-going
MARKETING AND PROMOTION	33. Participate in coordinated approaches to market the Caribbean as a single destination	ABTA	Annual
	34. Develop and implement a new destination marketing strategy for Antigua and Barbuda tourism	ABTA; MoT; AHTA	2Q/2005
	35. Develop mechanisms for tracking, reporting and evaluating market strategy	ABTA	2Q/2005
	36. Coordinate product development efforts with marketing strategies.	MoT, ABTA	On-going
HUMAN RESOURCE DEVELOPMENT	37. Improve the quality and levels of education and training offered at the ABHTI	ABHTI, AHTA	On-going
	38. Enlarge the tourism cadet programme and define career paths for various skills and disciplines in tourism	MoT	4Q/2005

	<p>39. Increase the number of scholarships offered through the Board of Education for tourism studies locally and abroad</p> <p>40. Support tourism training programmes in guest services/hospitality skills, supervisory management and small hotel and community projects operation/management.</p> <p>41. Support technical training that enhance competitiveness of individual enterprises and the industry</p>	<p>MoT, ABHTI</p> <p>ABTHI; AHTA</p> <p>ABTHI; AHTA</p>	<p>2Q/2005</p> <p>On-going</p> <p>On-going</p>
NATURAL RESOURCES AND CULTURE	<p>42. Promote the understanding of history and value of culture to nationals, residents and visitors</p> <p>43. Lobby for new policies concerning land purchase and land use</p> <p>44. Promote the sustainable use of natural resources and heritage sites through preservation and conservation of these natural assets.</p> <p>45. Monitor and minimize the potential adverse impacts of tourism on the natural environment and national culture.</p> <p>46. Increase opportunities for small business/enterprise participation in the management and maintenance of natural resources and the provision of services at public sites</p>	<p>MoT</p> <p>MoT</p> <p>MoT; NPA</p> <p>MoT; NPA; MoAE</p> <p>MoT; NPA</p>	<p>On-going</p> <p>Immediate</p> <p>On-going</p> <p>On-going</p> <p>On-going</p>
YACHTING TOURISM DEVELOPMENT	<p>47. Attract more yachts to Antigua and Barbuda</p> <p>48. Improve public infrastructural facilities of the yachting sector</p> <p>49. Lobby for the upgrade the public services offered to the yachting sector</p> <p>50. Provide tax and other incentives for the further development of the yachting sector</p> <p>51. To develop and implement niche marketing programmes for the yachting sector</p>	<p>ABTA; AMTA; MoT</p> <p>MoPW; MoT;</p> <p>MoT</p> <p>MoT; MoFE</p> <p>ABTA; MoT; AMTA</p>	<p>On-going</p> <p>3Q/2006</p> <p>On-going</p> <p>3Q/2006</p> <p>3Q/2005</p>
CRUISE TOURISM DEVELOPMENT	<p>52. Attract more cruise ships/visitors to Antigua and Barbuda</p> <p>53. Maintain and continue the improvement of public infrastructural facilities of the cruise sector</p> <p>54. To diversify the heritage products and attractions available to cruise passengers</p> <p>55. To achieve compliance with international standards for the operation of heritage sites and tours</p> <p>56. To provide tax and other incentives to local businesses serving the cruise tourism sector</p> <p>57. To provide alternative facilities for smaller cruise ships in other areas outside of St. John's</p>	<p>ABTA; AMTA; MoT</p> <p>MoPW; MoT, APG</p> <p>MoT; NPA</p> <p>MoT; NPA</p> <p>MoT; MoFE</p> <p>MoT; APG</p>	<p>On-going</p> <p>On-going</p> <p>On-going</p> <p>4Q/2006</p> <p>3Q/2006</p> <p>1Q2009</p>

INVESTMENT PLANNING AND PROMOTION	58. Reaffirm Governments commitment to the tourism industry as outlined in this strategic plan	MoT,	1Q/2005
	59. Promote new policies concerning land purchase, land use and the protection of the environment	ABTA; MoT	2Q/2005
	60. Encode a regime of fiscal and economic incentives and concessions common to all categories of investors	MoFE; MoT ABTA	2Q/2005
	61. Simplify the management of the investment process	MoFE	3Q/2005
	62. Catalyze local economic participation in the tourism sector	MoT; MoFE	On-going
	63. Recast the tourism tax regime with a view of consolidating existing taxes and expanding the tax revenue base beyond the accommodation sector	MoFE; MoT	3Q/2005
TOURISM IN COMMUNITIES	64. Improve public knowledge of community tourism	MoT; ABTA, STCA	On-going
	65. Develop community tourism performance standards and monitor the quality and visitor appeal of community tourism products	MoT; ABTA; STCA	1Q/2007
	66. Design and deliver training programmes in the identification and various aspects of the management of community tourism events and activities	ABTA; STCA	2Q/2006
	67. Prioritize and determine markets for community based environmental, sports, agriculture, health and wellness and cultural tourism products	MoFE; MoT ABTA STCA; NPA	3Q/2005
	68. Define and support investment opportunities in gateway communities and Barbuda (See 6.11)	ABTA; AHTA, MoT, ABCTA, NPA	3Q/2005
	69. Support private sector and communities in staging of community based events that have visitor attraction potential	ABTA; AHTA, MoT, ABCTA, NPA	On-going

8 FINAL CONSIDERATIONS

This plan is strategic. It seeks to establish policy and broad programme guidelines for the continued development of the tourism industry in Antigua and Barbuda. Its implementation should be directed through the development of additional plans at tactical and enterprise levels in both private and public sectors.

The plan calls for the integrated actions of many actors/organizations in the public, private and ngo sectors and it is therefore important that Ministry of Tourism leads efforts to create an environment in the tourism sector that promotes and supports consultation and joint decision making. There is evidence this view is shared by most players in the industry.

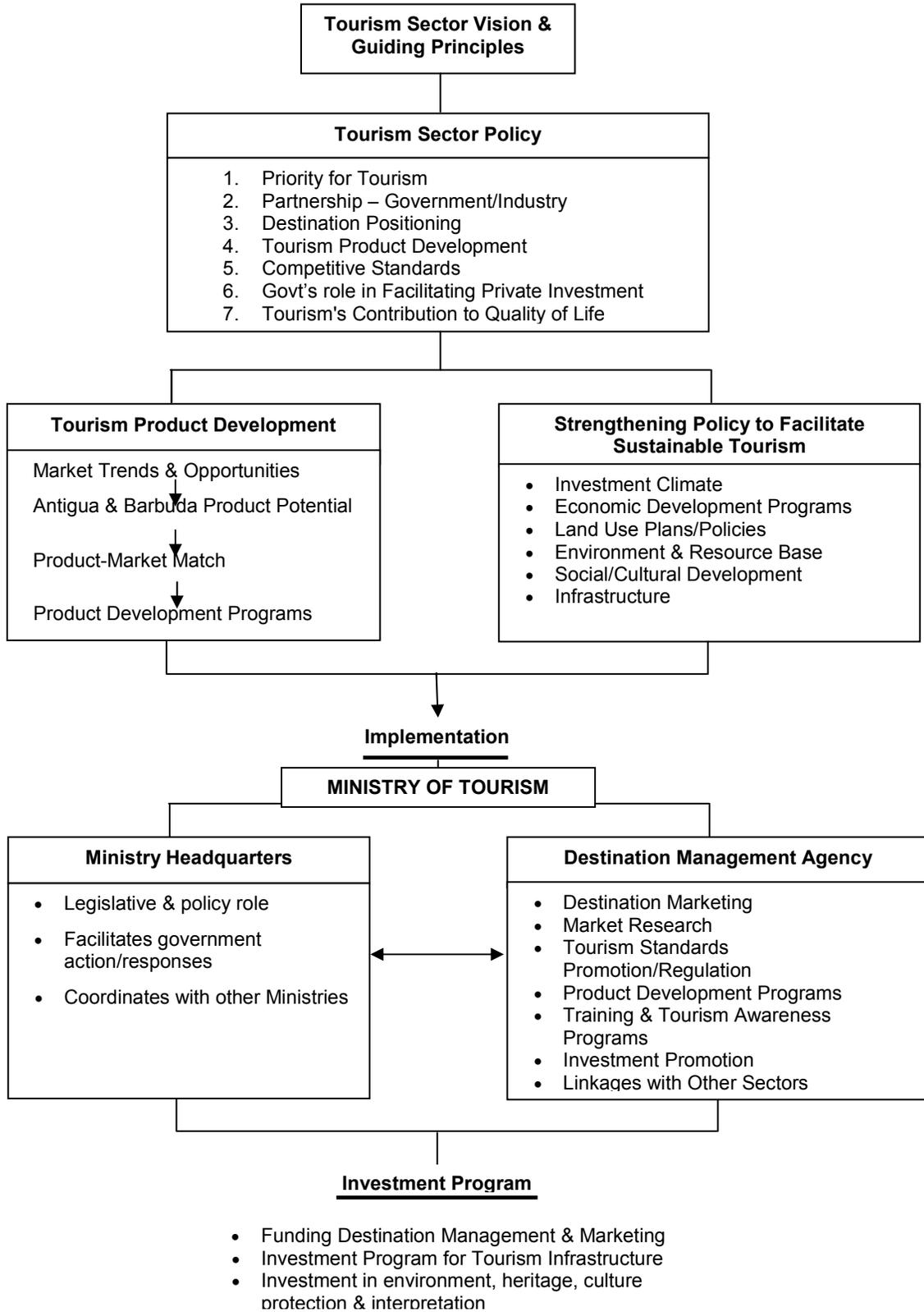
The establishment of the legal and administrative framework, to include the establishment of ABTA is critical to product quality improvement and successful destination management and marketing.

None of the above considerations is possible without adequate resources and resource mobilization efforts are therefore of paramount focus to the administrative and political leadership of the Ministry of Tourism and stakeholder organizations.

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APPENDICES

APPENDIX A - TOURISM MATRIX



APPENDIX B

CARIBBEAN TOURISM ORGANIZATION STATISTICS

TOURIST (STOP-OVER) AND CRUISE ARRIVALS IN 2003							
Destination (Stay – Over)	Period	Tourist Arrivals	% Change 2003/02	Destination (Cruise)	Period	2003	% Change 2003/02
Anguilla	Jan-Dec	46,915	7.1	Anguilla	-	-	-
Antigua & Barbuda*	Jan-Dec	224,030	13.1	Antigua & Barbuda	Jan-Dec	385,686	23.5
Aruba	Jan-Dec	641,906	-0.1	Aruba	Jan-Dec	542,327	-6.8
Bahamas*	Jan-Dec	1,428,599	1.8	Bahamas	Jan-Dec	2,970,174	6.0
Barbados	Jan-Dec	531,211	6.7	Barbados	Jan-Dec	559,122	5.6
Belize	Jan-Dec	220,574	10.6	Belize	Jan-Dec	575,196	79.9
Bermuda	Jan-Dec	256,563	-9.7	Bermuda	Jan-Dec	226,097	13.0
Bonaire	Jan-Dec	64,176	23.2	Bonaire	Jan-Dec	44,601	5.7
British Virgin Islands ^P	Jan-Jul	184,777	-4.3	British Virgin Islands ^P	Jan-Jul	178,699	57.3
Cancun (Mexico) **	Jan-Dec	2,076,478	5.6	Cancun (Mexico)	-	-	-
Cayman Islands	Jan-Dec	293,515	-3.1	Cayman Islands	Jan-Dec	1,818,979	15.5
Cozumel (Mexico)	Jan-Dec	304,233	34.6	Cozumel (Mexico)	Jan-Dec	2,708,913	21.6
Cuba	Jan-Dec	1,894,746	12.4	Cuba	-	-	-
Curacao	Jan-Dec	221,390	1.6	Curacao	Jan-Dec	279,378	-12.4
Dominica	Jan-Dec	72,948	8.7	Dominica	Jan-Dec	177,044	29.4
Dominican Republic*	Jan-Dec	3,268,182	17.0	Dominican Republic	Jan-Dec	398,263	61.3
Grenada	Jan-Dec	142,333	7.5	Grenada	Jan-Dec	146,925	8.8
Guyana	Jan-Dec	100,911	-3.3	Guyana	-	-	-
Jamaica	Jan-Dec	1,350,284	6.6	Jamaica	Jan-Dec	1,132,596	30.9
Martinique ^P	Jan-Dec	445,424	-0.3	Martinique	Jan-Dec	268,542	33.7
Montserrat	Jan-Dec	8,375	-12.9	Montserrat	-	-	-
Puerto Rico **	Jan-Dec	1,324,968	3.5	Puerto Rico	Jan-Dec	1,234,992	2.6
Saba	Jan-Dec	10,260	-4.8	Saba	-	-	-
St. Eustatius	Jan-Dec	10,788	10.3	St. Eustatius	-	-	-
St Lucia	Jan-Dec	276,948	9.3	St Lucia	Jan-Dec	393,240	1.6
St Maarten*	Jan-Dec	427,587	12.3	St Maarten	Jan-Dec	1,171,734	11.1
St. Vincent & G'dines	Jan-Dec	78,535	1.2	St. Vincent & G'dines	Jan-Dec	64,965	-7.6
Trinidad and Tobago	Jan-Dec	408,250	6.3	Trinidad and Tobago	Jan-Dec	55,532	-7.5
Turks and Caicos Is.	Jan-Dec	163,584	6.5	Turks and Caicos Is.	-	-	-
US Virgin Islands	Jan-Dec	618,703	3.5	US Virgin Islands	Jan-Dec	1,773,948	2.0

* Non-Resident Air Arrivals **Non-Resident Hotel registrations only - No Cruise Figures are Reported
^P Preliminary figures n.a. Figures not available
N.B: Figures are subject to revision by reporting countries
SOURCE - Data supplied by member countries and available as at February 5, 2008

APPENDIX C

ANNUAL GROWTH TARGETS 2005-2009

ACTUAL & PROJECTED ANNUAL VISITOR ARRIVALS (,000s)												
&												
VISITOR EXPENDITURE* (EC\$ millions) 1999-2009												
	Actual					2004 (est.)	Projected					Ave.
	1999	2000	2001	2002	2003 ^P		2005	2006	2007	2008	2009	
STAYOVER VISITORS (,000s)	208	207	193	198	224	235	260	278	308	319	341	7
CRUISE ARRIVALS (,000s)	328	427	409	312	386	556	578	601	625	650	676	4
TOTAL ARRIVALS (,000s)	536	634	602	510	610	791	838	880	923	969	1,017	4.8%
STAYOVER VISITOR EXPENDITURE (EC\$) PER VISITOR					3,164	3,164	3259	3357	3457	3,561	3,668	3
CRUISE EXPENDITURE (EC\$) PER VISITOR					76.0	76.0	78.3	80.6	83.0	85.5	88.1	3
TOTAL CRUISE VISITOR EXPENDITURE (EC\$ MIL)	<i>n.a.</i>	<i>n.a.</i>	<i>n.a.</i>	<i>n.a.</i>	29.3	42.3	45.2	48.5	51.9	55.6	59.6	-
TOTAL STAYOVER VISITOR EXPENDITURE (EC\$ MIL)					708.7	743.5	847.3	933.3	1,064.9	1,136.0	1,250.8	-
TOTAL VISITOR EXPENDITURE (EC\$ MIL)	684.2	683.1	643.7	649.9	738.0	785.8	892.6	981.6	1,116.8	1,191.6	1,310.3	-
Using 2003 figures as base, projections are made on the following assumptions:												
1. 2003: Stayover visitor expenditure = EC\$3164 and Cruise visitor spending = EC\$76												
2. 2004 and projected: Both cruise visitor and stayover visitor expenditure increase by 3% per annum												
3. Cruise visitor arrivals will grow by 4% per annum; Stayover visitor arrivals will grow by 7% per annum (with a spike in 2007 due to World Cup Cricket) – yielding a growth in Total visitor arrivals of 4.8%												

APPENDIX D

List of main stakeholder partners

Airlines Association of Antigua and Barbuda
Antigua and Barbuda Cruise Tourism Association
Antigua and Barbuda Hospitality Training Institute
Antigua and Barbuda Institute of Technology
Antigua and Barbuda Independent Tourism Corporation
Antigua and Barbuda Tourism Authority
Antigua and Barbuda Transport Board
Antigua Hotel and Tourist Association
Antigua Marine Trades Association
Antigua Pier Group
Barbuda Development Organization
Antigua and Barbuda Police Force
Chamber of Commerce and Industry
Caribbean Tourism Organization
Development Control Authority
Environment Awareness Group
Enterprise Development Agency
Micro, Small and Medium Enterprises
Ministry of Finance and the Economy
Ministry of Agriculture and the Environment
Ministry of Public Works
Ministry of Education and Culture
National Parks Authority
National Solid Waste Management Authority
St. John's Development Corporation
United Vendors Association

APPENDIX E
REPORT OF THE TOURISM TRANSFORMATION TASKFORCE 2004

APPENDIX F REFERENCES

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APPENDIX G CONSULTANTS

This policy and plan was prepared under the CPEC Project - Antigua Barbuda Tourism Research and HRD Programme for Sustainable and Competitive Tourism Development 2004 coordinated by the Antigua Hotels and Tourist Association and the Ministry of Tourism.

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